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COMMISSION OF CONSERVATION
CANADA

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Civic Improvement League for Canada

Report of
Preliminary Conference



Ottawa, 1915

COMMISSION OF CONSERVATION
CANADA

Civic Improvement League
for Canada

Report of Preliminary Conference held
under the Auspices of the Commission
of Conservation at Ottawa

November 19, 1915

OTTAWA
PRINTED BY MORTIMER CO., LTD.
1916

Commission of Conservation

Constituted under "The Conservation Act," 8-9 Edward VII, Chap. 27, 1909, and amending Acts, 9-10 Edward VII, Chap. 42, 1910, and 3-4 George V, Chap. 12, 1913.

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HON. WILLIAM R. ROSS, Minister of Lands, British Columbia.

Deputy Head and Assistant to Chairman:

MR. JAMES WHITE.

TO FIELD MARSHAL HIS ROYAL HIGHNESS PRINCE ARTHUR WILLIAM
PATRICK ALBERT, DUKE OF CONNAUGHT AND OF STRATHEARN, K.G.,
K.T., K.P., &c., Governor General of Canada.

May it please Your Royal Highness:

The undersigned has the honour to lay before your Royal Highness the attached Report of a Preliminary Conference, looking to the formation of a Civic Improvement League for Canada, held at Ottawa, on Friday, November 19, 1915.

Respectfully submitted

CLIFFORD SIFTON
Chairman

OTTAWA, December 28, 1915

OTTAWA, CANADA

December 27, 1915

SIR:

I beg to submit the attached Report of a Preliminary Conference, looking to the formation of a Civic Improvement League for Canada, held under the auspices of the Town-Planning Branch of the Commission of Conservation, at Ottawa, on November 19, 1915. As a result of this conference a meeting will be held at Ottawa on January 20, for the purpose of inaugurating the above League.

Respectfully submitted

JAMES WHITE

Deputy Head and Assistant to Chairman

Sir Clifford Sifton, K.C.M.G.

Chairman

Commission of Conservation, Ottawa

Civic Improvement League for Canada

Report of Preliminary Conference at Ottawa Friday, November 19, 1915

The Conference was called to order by Sir Clifford Sifton, K.C.M.G., Chairman of the Commission of Conservation, and among those present were:

Dr. Frank D. Adams, McGill University, Montreal; Thomas Adams, Commission of Conservation, Ottawa; Rev. J. L. Alexander, Calgary; Dr. Wm. H. Atherton, Montreal; Rev. Chas. D. Baldwin, Westport; G. F. Benson, President, Board of Trade, Montreal; Harry Bragg, *South Shore Press*, St. Lambert, Que.; Dr. Horace L. Brittain, director, Bureau of Municipal Research, Montreal; Dr. P. H. Bryce, chief medical officer, Dept. of the Interior, Ottawa; F. E. Buck, asst. horticulturist, Experimental Farm, Ottawa; Noulan Cauchon, Ottawa; E. P. Coleman, Hamilton; G. R. G. Conway, Vancouver; Frank Darling, F.R.I.B.A., Toronto; Dr. Merrill Desaulniers, M.P.P., St. Lambert; D. B. Detweiler, Berlin; Dr. E. Deville, Surveyor General, Ottawa; W. J. A. Donald, McMaster University, Toronto; H. B. Dunnington-Grubb, Toronto; J. U. Emard, K.C., Montreal; W. Sanford Evans, Winnipeg and Ottawa; John Firstbrook, Toronto; Controller Harold Fisher, Ottawa; Hon. Sydney Fisher, Ottawa; Hon. J. J. Guerin, Montreal; Prof. Franklin Johnson, Jr., Social Service Department, University of Toronto, Toronto; John Keane, Secretary, Associated Charities, Ottawa; J. J. Kelso, Dept. of Neglected and Dependent Children, Toronto; W. D. Lighthall, K.C., Montreal; James J. MacKay, Hamilton; Dr. Helen MacMurchy, Toronto; Miss Marjory MacMurchy, Unemployment Commission, Toronto; W. T. Macoun, horticulturist, Experimental Farm, Ottawa; C. A. Magrath, International Joint Commission, Ottawa; W. A. McLean, Ontario Commissioner of Highways, Toronto; Controller Thos. S. Morris, Hamilton; Douglas H. Nelles, Geodetic Survey, Ottawa; Controller J. W. Nelson, Ottawa; A. G. Parker, Manager Bank of Montreal, Ottawa; Frank Pauzé, President, Le Chambre de Commerce, Montreal; Geo. Phelps, North Toronto; Rev. W. M. H. Quartermaine, Renfrew; Joseph Race, bacteriologist, Ottawa; Dr. J. W. Robertson, Ottawa; Arthur H. Sharpe, Winona; Prof. Adam Shortt, Ottawa; Mrs. Adam Shortt, Ottawa; Louis Simpson, Ottawa; Mrs. N. C. Smillie, Ottawa; Bryce M. Stewart, associate editor, *Labour Gazette*, Ottawa; Mrs. Bryce M. Stewart, Ottawa; F. J. Todd, landscape architect, Montreal; Septimus Warwick, F.R.I.B.A., Montreal; James White, Commission of Conservation,

Ottawa; R. B. Whyte, Ottawa; Dr. S. Morley Wickett, Toronto; Sir John S. Willison, Toronto; J. S. Woodsworth, Canadian Welfare League, Winnipeg, Man.; Fred. Wright, editor *Municipal Journal*, Montreal; R. O. Wynne-Roberts, Toronto.

INTRODUCTORY ADDRESS BY SIR CLIFFORD SIFTON

Ladies and gentlemen: I speak with the very greatest sincerity when I say that it gives me unbounded pleasure to welcome you here this morning, on behalf of the Commission of Conservation, under whose auspices the preliminary steps for the formation of a Civic Improvement League for Canada have been taken. I am aware that this is a meeting for business purposes, and my remarks, which must be of a more or less preliminary character, shall not be extended to any length so as to interfere with the work which you have to do. The chair will be taken by Sir John Willison, and he will be in charge of the proceedings this morning. It is not the least part of the pleasure with which I speak to you this morning to know that my old friend, Sir John Willison, has consented to take the part of Chairman and to identify himself with the formation of this Civic Improvement League. Whatever experience I may have had in connection with matters of this kind goes to show that, after all, the success of these movements depends largely upon the character of the man who takes the leading part in connection with them, and to whom the others look, more or less, for guidance and inspiration.

It is the function of the Commission of Conservation not so much to do things as to start things. We are not an executive body; our functions, our activities, are more or less limited, first, by the number of men that we have to do the work, and the expense involved in doing it, and, second, by the fact that a great many of the things in which we are particularly concerned are not things which we ourselves can do, but things of the kind which must be done by leading men throughout the country, who are capable of taking up movements and carrying them on in a way that the Commission of Conservation could not think of doing itself. Therefore it is the function of the Commission of Conservation not so much to *do* things as to *start* things, to investigate, to bring about co-relations between the different people, individuals and bodies, which result in getting a movement started in the right direction and giving it our blessing and helping it along as well as we can after it is started.

We have done a good deal of work, for instance, in connection with forestry. One of the most pressing things we had to do when the Commission was organized was to deal with the question of fire protection along the lines of railways. Railways were literally burning the country up. We had a whole course of work to carry through, legislation to be procured, plans devised, railway companies to interest in them. It took two or three years before we could complete that work. We finally got it

into good shape, and then passed on to other things. We eventually decided that we would inaugurate an era of work in connection with Town-planning, and we then sent for Mr. Adams. We have never regretted that we sent for him and I think that, in time to come, the people of Canada will have cause to bless the fact that we did send for Mr. Adams. I hope so, and I am quite sure it will be so.

What I want to do, in the two or three minutes I am going to speak, is to make two or three suggestions, which have been the result of consideration of my own, of a purely general character, and which may possibly help you in the time to come when you are carrying on the work in which you now propose to engage. My own view is that, in connection with the work of municipal government in Canada, it is not right to say that it is a failure. But, undoubtedly, it is a partial failure. Our system as it has grown up, is, after all, only a village municipal system. In its essence it is a system where the men of the rural township, the leading citizens of the township or municipality, know everything that is going on, take an interest in it, follow it up, and appoint the best men to do the work. On the whole, it works fairly well, for a small community. But it does not suffice for a large municipality, it does not suffice for a large city. One of the things which is clear to my mind is that our system of municipal government, as applied to large cities, is more or less of a failure. It is the same in the United States. There, it is more of a failure—not a total failure—but not anything like as good as it might be. I do not think you will ever get a system of municipal government, as applied to large cities, which will be anything like as good as it ought to be, if it depends on the individual citizen following all the details of municipal affairs, forming an opinion upon the merits of an administration, and selecting his aldermen after going through that mental process. I have voted for aldermen here for fifteen years or more. I cannot conceive of anything much less intelligent than the votes I have been giving. Why? I cannot find out for whom I ought to vote. If I cannot find out, what about the working man, who gets up at six o'clock in the morning, lights his fire, helps his wife to get breakfast, and gets off to work at seven o'clock; returning, tired and weary, at six o'clock in the evening. How can he find out whom he should vote for? When you consider the matter, the whole thing is preposterous. Take, as an example, the city of Toronto. Is the average citizen of Toronto able to investigate, to study up, and to form an opinion on the merits of the administration of that city? He cannot do it. Some other way will have to be found. It is a difficult problem. But, then, many difficult problems have been solved in this world before; very, very difficult problems, and they can only be solved by men like you, who are not tied up by any affiliations, not tied to the interests of any municipal or political party, or anything of that kind, but who will devote their attention to the effort to work out a plan, then get it applied somewhere—get it put into effect,

so that people can see what it is like. That is the way great reforms are brought about.

We in Canada suffer very largely from haphazard methods, a lack of system, a lack of efficiency. There is always cause for things, and I have a very strong conviction that I know one cause, at least, of this haphazard and inefficient system. When the Ontario system of education was instituted the result was to take every boy in the province of Ontario and get him up to the point when he could make a critical examination of Shakespeare's plays and other gems of literature, and generally give him a good literary education. When that system was adopted it was thought that Ontario then crowned the world, so far as education was concerned. I declare I do not think anything has ever done as much injury to Ontario and to Canada as that system of education. We have brought up two or three generations of clever, capable boys, with an education which fitted them, to be doctors or lawyers, or professional men or business men. It was a fairly good education for such men, but it did not fit them for anything else. We have a vast country, with great resources to develop, agriculture, manufactures, mining, these were the things on which the future of Canada depended, and we educated the boys in such a way that they would not know anything about them; rather, in a way that would set their minds in an opposite direction. I remember in the high school when we could all write good essays on Shakespeare, but not a boy in the whole school could take a line and lay out a piece of sidewalk so that it would not be crooked. I think that has had its effect upon the whole national development of Canada. Take the province of Quebec; the lower grades of the system of education are admittedly more or less backward. In the university education they have the Latin ideal, the purely literary. It is a fine system, but it does not make business men; and the result is that, in the great and wealthy province of Quebec, the business is not done by the men who graduate from Laval, but almost altogether by English-speaking men. The bulk of the business is not in the hands of the French people of Quebec at all.

You cannot establish a system of education and train boys, and escape the effect of that training; you must train your boys to do what you want them to do. The result of our system has been that we have sent book-keepers and business men all over the world, particularly to the United States. I remember a few years ago that a presentation was proposed for an old gentleman, Nicholas Wilson, who used to teach a class in the London High School, which I attended when I was a boy. They sent out circulars to ascertain the whereabouts of all the old boys who had attended Nicholas Wilson's classes. Where do you think they were? Not over ten per cent of them were in Canada. They were everywhere in the world, and from everywhere in the world each boy gladly sent his \$10 for old Mr. Wilson. That is what we had been doing. We had been giving them a literary educa-

tion and then they had to go away to a country where a boy with that kind of an education could get something to do to earn his living.

I think we should be able to make some kind of an improvement in Canada over what has gone before. We have the whole history of the world to look back to. Can we not, in the Dominion of Canada, do a little better than other countries have done. We have a virgin country; cannot we learn to administer this country in some way better than they have done it elsewhere? Can we not so do it that the poor people will not get poorer and more wretched and miserable, and the rich people more luxurious and more callous in regard to the fate of others? We are to-day reproducing some of the very worst things that have characterized the old lands. We are getting slums in the cities, But we are doing worse than that. Apparently we are utterly failing to get to the root of the problem that makes slums.

We have not yet arrived at any kind of an understanding of the question of the values of land. The other day some land near the city of Montreal came into my hands owing to the failure of people to pay claims that were against it. I had a valuation made of it. It was vacant land, away outside of Montreal. I declare, I was amazed and ashamed when I saw the valuation put on it—amazed and ashamed that the workingmen, the people who had to get places to live in, had to pay such prices as were placed on that land by responsible valuators, who based their valuation on the prices ruling for land lying around it. How are you going to have happy, contented, frugal, industrious, thrifty workmen if you charge them more for the miserable few feet of land on which they build their poor habitations than they can save in ten years? You cannot do it. It is a problem that you must solve. You have to find some way of doing it, even if we have to recast our whole fiscal system. Some solution of the problem must be found.

There is one other thing: I am not going to stray into the question of larger politics, but we do not yet seem to have got over the idea that the *summum bonum*, the highest good of the human race, is to get the largest possible number of orders for the largest possible quantity of the products of our factories, to get the largest possible number of workingmen tramping our streets, regardless of what happens to them when times get bad and unemployment comes on. That is what brings the slum. Collect immense numbers of workmen, under the influence of high pressure, and large orders for goods; then, when unemployment comes, with bad times, what happens to the man on the street? Every economic writer says that unemployment breeds unemployment. A man idle for three months in the winter is almost unemployable in the spring. There you get the germ, not only of the slum, but of what brings unemployment, lack of thrift and, ultimately, the social degeneration which we have seen in other countries. It seems to me that these are the things that are worth while, these are problems that are worth studying. I do not care a straw whether the tariff is five per cent higher or lower, and I do not think it makes any difference to anybody

in the world. If we are to have, in Canada, a better, nobler and happier community than has ever existed in the world before, these are the questions we have to solve.

I have much pleasure in calling on my friend Sir John Willison to take the Chair.

ADDRESS OF CHAIRMAN

Sir John Willison then took the Chair and said:

Sir Clifford and gentlemen, I imagine my duty today is to be judicial and ornamental rather than oratorical. I agree with the observations of Sir Clifford Sifton and I think any of us will rejoice to be associated in any public work with a man who has shown as much public spirit and as much devotion to his country as the Chairman of the Conservation Commission. In the years to come, I imagine we will look back to the work which has been inaugurated by the Conservation Commission and the work that has been done and will be done by the Commission as among the greatest services that have been performed for Canada. Sir Clifford says that the business of the Conservation Commission is to start things. That, I believe, is the business of almost every citizen of Tipperary. This is done in rather a different way. The real test of civilization is the condition of the average man. The man at the top can look after himself. It ought to be the business of all of us in a greater degree than ever before to look after the man at the bottom, to see that there are fewer men at the bottom, that the average of comfort and happiness is greater than it has been, because comfort and happiness mean greater industrial efficiency, a more contented and happier people.

I agree with Sir Clifford Sifton that we have comparatively honest municipal government in Ontario. I think we have also comparatively feeble city government. One does not desire to be too critical or too censorious. I think perhaps we are not as grateful as we ought to be for the services which men give in the municipal field, because when all is said there are groups of men in all our communities serving in city councils who do sacrifice a great deal and set a good example to the men at the clubs who do nothing but criticise and who profess only contempt for services which they refuse to perform themselves. One fault, I think, in municipal government in Ontario and in Canada, is that our councils do not learn as well as they should learn how to use voluntary associations. Jealousies develop too easily, the suspicion grows that a voluntary association, anxious to do public service in some way or other, infringes upon the prerogatives of the elected council. It does seem to me that the wise mayor and the wise alderman are the men who will use voluntary associations to the best advantage; and just in proportion as councils can use voluntary associations they become stronger themselves and do better service for the community. The first test of capacity to govern wisely is the ability to use all possible

agencies in the public service, and the man who can use those services, if he would only know it, does not impair his own dignity. He becomes more effective in what he has to do, and becomes himself a more powerful influence in the community.

Anyone who motors through the villages of Ontario must be struck with the reflection that nature has been very kind and man often very careless and neglectful. I do not believe that all the defects are in the cities, although, of course, city government is the chief problem of municipal government always. But if you will think for a moment of many of the villages in this province, how easily and how cheaply they could be made beautiful and how unkempt and ragged they are, you will see how necessary it is to have some such source of inspiration leading to a change of these conditions as is furnished by Mr. Adams and those associated with him. It is so easy, if you get a community in the right spirit, to produce emulation leading to more comfort for all the citizens. If this movement goes on, if it is wisely directed, as I am sure it will be, as great a revolution will be effected in the country communities as in the city communities.

It is an extraordinary fact that all over Ontario you will find fair grounds of five, six, eight or ten acres that are used for two days in the year for fall fairs and during all the rest of the year are closed up. Why, it does seem to me that these fair grounds ought to be the sporting grounds of the people, that they are worth a little care and should be open to the public for recreation, for the entertainment of young people all the time. It is much the same with school grounds. There are a hundred problems of a similar character affecting the health, the character and the efficiency of the people to which, if attention were directed by wise agitation, the results would be so startling that a quarter of a century hence, we would have one of the most beautiful provinces in the world. We have as much natural beauty in Canada as they have anywhere else and, as Sir Clifford Sifton has said, we have the example of the United States, the example of the old world before us and should not fail to produce here more happy conditions for the masses of the people, more attractive surroundings, a better civilization.

There are many other things one might say. There are so many problems when one approaches the thing we call Town-planning, it has so many phases, there is so much to do, so much that can be done easily and cheaply, that one rejoices that a movement of this kind has been started and so far as I am concerned I shall be glad if in any way I can promote its success.

Mr. White, I think, has some intimations to make.

MR. JAMES WHITE: Mr. Chairman and gentlemen: apologies have been received from Sir William Meredith, Chief Justice of Ontario; Sir Edmund Walker, of the Bank of Commerce; Sir Frederick Williams-

Taylor, of the Bank of Montreal; and Mr. George Burn, of the Bank of Ottawa.

MUNICIPAL BORROWINGS

The following are extracts from the replies of Sir Frederick Williams-Taylor and Mr. Burn: Sir Frederick Williams-Taylor says: "Speaking generally, I may say that, in my opinion, the outstanding matter calling for municipal reform in this country is with regard to borrowing powers. A good many of our cities, particularly in the west of Canada, have borrowed in excess of their legitimate requirements, with the result, that they have accumulated debts at a rate per capita out of proportion to cities in any other portion of the world. The same condition prevailed in England some forty years ago, with the result that the Government stepped in and created a system of what is known as 'local loans.' Under this plan no city, with the exception of London, Liverpool, Glasgow, Bristol, Birmingham, Leeds, Dublin, Belfast, and possibly one or two others, is permitted to borrow without reference to and through the medium of the Government. The result has been highly advantageous to the municipalities themselves, and to the country as a whole; in addition to which, the rate of interest to the Government is very much lower than would have been the case had the municipalities been permitted, as formerly, to borrow in competition with each other."

In expressing his regret for inability to be present, Sir Frederick asks to be represented by Mr. A. G. Parker, the Ottawa representative of the Bank of Montreal.

Mr. Burn says: "It goes without saying that the formation of such a League will be a step in the right direction, and I am heartily in accord with the movement and the object mentioned, of promoting the study and advancement of the principles and methods of civic improvement and development. It seems to me that anything which will create intelligent interest in a subject of this kind should be heartily welcomed by the best citizens in the country. I regret all the more therefore that time will not permit me to be present."

The following copy of a resolution adopted at a meeting of the Town-planning and Housing Committee of the St. John Board of Trade on Nov. 11, 1915, has been received:

"Resolved that, while regretting its inability to send a delegate to the preliminary conference, to be held in Ottawa, on the 19th instant, with regard to the formation of a Civic Improvement League for Canada, the Town-planning and Housing Committee of the St. John Board of Trade, wishes to express its approval of and sympathy with the movement to that end, inaugurated by the Commission of Conservation, and to hereby convey to the conference its desire to co-operate with any organization that may be formed for the purpose set forth in the article on 'A Civic

Improvement Organization for Canada,' published in the October issue of *Conservation of Life*.' Signed, W. BURDITT, Chairman.

The following telegram has been received from Mr. John J. Fitzgerald, of Sherbrooke: "Regret exceedingly that unforeseen events prevent me from attending the preliminary conference. Best wishes for success of deliberations. Am sure that under your guidance satisfactory organization will be made."

Mayor Walters of Hamilton writes as follows: "I regret that I will be unable to be with you on Friday, but will be pleased to receive a copy of the report of the Conference. I have set my heart on taking a very great interest in the proposed Civic Improvement League for Canada, and will esteem it a very great honour to be permitted to act upon any of the Committees or in any capacity where I may be of service."

Mr. R. M. Hattie, Halifax, writes: "It is with great regret that I find it is impossible for me to be in Ottawa on the 19th to attend the meeting in connection with the organization of a Dominion Civic Improvement Association. So far as the Halifax League is concerned, you can be quite sure of its participation in the movement."

SIR JOHN WILLISON: I beg to introduce Mr. Adams, who has a statement to make to the meeting.

STATEMENT OF OBJECTS

MR. THOMAS ADAMS: Sir John Willison ladies and gentlemen: I should like first of all to draw your attention to the article which appeared in *Conservation of Life* for October. I think it might be well to remind ourselves, before we start any discussion, of the outline which is submitted there by way of introduction of this subject. The question was first raised at the Conference in Toronto in May, 1914, when a resolution was passed asking the Commission of Conservation to take up this question of general civic improvement, particularly as it related to town-planning. Partly in consequence of this resolution the Commission proceeded to form a Town Planning Branch, and subsequently the work has advanced in various directions. Representations have been made to the several Provincial Governments asking them to pass legislation which we have framed. They have the matter under consideration now. In Nova Scotia they have actually gone further perhaps than any country in the world in the matter of town-planning legislation and we have now compulsory town-planning there. In the other provinces, New Brunswick and Alberta have Acts in force; in Ontario, while the Legislature has not yet taken the matter up, scores of towns and cities have either petitioned the Legislature to pass a Town-Planning Act or have passed resolutions in favour of their doing so. We have, I think, some forty or fifty towns in Ontario pleading for legislation which will enable them to take steps of that kind. But town planning is not the principal matter that we are here to discuss this morning.

It is one of the matters that will come under the subject of general civic improvement, and in *Conservation of Life* some indication is given of the general scope of the proposed organization. For one thing there is the suggested grouping; the Commission of Conservation to provide such materials as may be required by a bureau of information, and of expert advice for such leagues as may be formed in the different cities and towns; the provincial conferences, to be held perhaps yearly, and the Dominion conference occasionally, as may be justified, perhaps every two years; and, finally, the small leagues formed in the cities, towns and villages. It is important to notice that it is not required in every case to form new bodies. We have in a town like Hamilton, a Civic Improvement Committee of the Board of Trade, which is one of the most active civic improvement organizations I know. Out of that has evolved the Town-Planning Commission of the City of Hamilton, with Mayor Walters as chairman, which has received a grant of money from the City Council to proceed with its work. Then, as for the general considerations and objects, these will come under your discussion as the matters are brought before you in the form of resolutions.

DISTRIBUTION OF POPULATION

The rapid growth of urban populations and the relatively stationary character of rural populations has been a cause of anxiety in older countries for more than a generation and in Canada we have gradually been made to realize its seriousness for the last twenty years. In 1911, out of a total population of 7,206,643 there were 3,280,964 or 45½ per cent living in cities and towns in the Dominion. It is certain that that proportion has increased and is probably now over one-half. Of the 3,280,964 urban inhabitants in 1911—25 per cent were living in two cities (Montreal and Toronto), 7·2 per cent were living in two cities of over 100,000, 14·9 per cent were living in eight cities of over 25,000, 4·7 per cent in 12 towns over 25,000, 14 per cent in 11 towns over 15,000, 36 per cent in 453 towns of between 500 and 15,000 and 3 per cent in a large number of villages under 500. Thus half of the urban population in Canada, or one fourth of the whole, lives in 464 towns having between 500 and 25,000 people. In these 464 towns we have perhaps on the average as healthy conditions as can be found in any country, but, notwithstanding all the advantages we derive from starting well with the development of our towns, we seem to be incapable, when they become larger, of rising to higher standards than in any other country. In Montreal and Toronto we are going on repeating the evils that have long afflicted London, Paris and New York. As these cities have grown in size, and as they have increased in importance and wealth, they have been getting less healthy and even less efficient. This is in spite of the application of higher sanitary and hygienic standards and all that science and invention has done in the last generation. Notwithstanding all our progress in science, our accumulation of knowledge and

experience, our growing recognition of the value of healthy living conditions, we may well ask whether our large cities have made any progress at all in regard to the things that really matter in civic life in the last 50 or 100 years. In our large cities we see the same evils of congestion, waste and inefficiency, the same physical and moral deterioration that you find in the old aggregations of population in Europe, where such conditions are more excusable than with us. But we have only about four cities that have begun to develop slums to any serious extent, whereas we have nearly 500 cities in which we can kill the seed that germinates into the slum if we care to do it. Because the evils of the crowded city are new in Canada we have power to arrest them, but, also because they are new, we are in danger of allowing them to eat into our national life so that the efforts of future generations will be powerless to have them removed.

GROWTH SHOULD BE CONTROLLED

There is no reason why we should try to stop the growth of cities and towns, but there is every reason why we should properly control that growth. It is not the fact of growth to which objection may be taken; it is the method and character of growth that is wrong, and that produces the evils of which complaint is made. We can not prevent large cities from expanding, but we can prevent their expansion in an unhealthy way. We must endeavor to remedy the evils that have been created in the past, but an equally urgent task is to prevent similar evils being created in future. The importance of this is seen in the fact, already alluded to, that, whereas we have only two cities of large size in Canada, we have perhaps hundreds of potential cities of large size—in addition to the fact that the cities that are already large are going to be larger.

Recognition of the need for proper control of future growth and greater civic efficiency is calling forth the exercise of the best intelligence to secure civic betterment in every civilized country. In Canada we cannot ignore our responsibilities in that direction. All around us we see systems of administration and development that have become discredited; we see the need of adjusting old forms to suit new conditions, of revising old ideas in the light of experience; of reconstructing our municipal machinery and of relieving the pressure of evils which have been plainly caused by lack of foresight and care. All of these things impress us with the need of watchful vigilance on the part of an organized body of citizens in regard to civic and social development.

In a country having democratic government it is more necessary than in a country under any other form of government to secure a high level of intelligence on the part of the citizens. It is they who rule, and, in the measure in which we allow their physique and intelligence to be lowered as a result of their environment in that measure will we lower the quality of our national and civic government. Moreover, even with the best of

governments and the best of measures passed into law, we can make little headway, under our conditions, unless we secure effective administration, which is only possible with an educated public opinion.

PUBLIC REQUIRE GUIDANCE AND ENLIGHTENMENT

To some extent we have to consider systems of civic government, but the more vital matter is the consideration of the right principles and methods of civic improvement and development under any system. The people require guidance and enlightenment on both these matters. We cannot give that guidance and enlightenment effectively by preaching, we must arouse public interest sufficiently by local organization to cause the truth to be sought after by the people themselves. All the expert advice that can be given will be more or less futile unless the people are aroused to an intelligent appreciation of the advantages of the advice that is proffered to them. It is, however, one of the most encouraging features of Canadian life that there is to be found a great mass of citizens keenly awake to the need for improvement, and only lethargic in seeking improvement because they are unable to see clearly how it is to be attained. Study and investigation by some of the best minds in the country is needed to give the lead that is required.

This is not a time to be idle in regard to civic affairs because of the fact that we are at war. To be at war means that we are losing much valuable life and much of our wealth. Therefore, this is a time more than any other to consider how we can conserve both life and wealth. The character of the present war also means that after it is over there will be a tremendous struggle for trade supremacy and for means of recoupment for losses endured. Whatever degree of success we finally emerge from that struggle in Canada will depend very largely on the degree of our civic efficiency and upon the measure in which a higher phase of industrial civilization may be attained in civic communities.

In using the words "civic" and "citizenship" we should give them the broad meaning of applying to rural as well as to urban communities. For instance, regional planning of our agricultural areas to secure more efficient means of distributing produce, and better facilities for social intercourse, education, etc., are as necessary as what is called town planning. To plan for the future is to apply foresight to the development of our social conditions generally and particularly to all developments relating to the use of the land, and that is needed in the country as much as in the town. The Civic Improvement League, therefore, is needed in the village as well as in the city.

SHOULD BE MORE UNIFORMITY IN MUNICIPAL SYSTEMS

In order to attain effective civic improvement in Canada we must reconsider our system of local government, particularly in regard to the

relationship between city or town, on the one hand, and the province, on the other. There should be uniformity of system as far as possible without undue interference with local discretion. Some method must soon be devised to secure greater stability in regard to the finances of our municipal undertakings and more co-operation between adjacent local authorities. We need as a people to discuss these matters as they affect each separate province and each separate city and town, and we have to consider the ever-increasing importance of city and town planning and their close relationship to the city government. The costly process of removing slums and reconstructing existing bad development in the larger cities requires investigation. In one English city it cost at the rate of \$8,000,000 per mile to widen a street, and in the same city it will cost at the rate of about \$4 per acre to prepare a town-planning scheme which will lay down the principles of development so that future widening of streets would be unnecessary. The relative advantage of reconstruction and town-planning schemes needs much study, and we may find that a good deal of the former is unnecessary. Everyone realizes how great the need is in Canada to preserve our industrial and physical resources, and how important it is to prevent the physical deterioration which usually follows industrial concentration in any country.

Since I have come to Canada I have been astonished to find how splendid are the sites of the cities and towns. For natural beauty the sites of Montreal, Toronto, Ottawa, Hamilton, Vancouver and scores of other cities must be difficult to surpass anywhere, but in every case there has been lamentable destructiveness to attain no real gain. When will we learn that to preserve natural beauty costs little or nothing, whereas to create it costs large sums of money? That is peculiarly brought home to us when we realize that much of what we do create is a poor imitation of the real beauties our want of care has permitted to be destroyed. Few cities anywhere can have any finer environment than that which is given to Ottawa by Rockcliffe Park. The preservation of that park in its natural condition and of many other features in Canada is a tribute to the intelligence and foresight of our people, but they also provide us with an example of the need of care in hundreds of cases where natural beauty is in danger of being destroyed.

PROPER MAPS OF OUR CITIES AND TOWNS ESSENTIAL

We need better maps of our cities and towns, surveys of our social conditions, investigations into questions relating to good roads, transportation and public utilities and more education of our children in civics and citizenship. A matter of vital concern is the reform of our existing system of developing suburban land with its deplorable effects of putting large areas of productive soil lying nearest our markets entirely out of use. We need consideration of our unemployed problem and our emigration problem and

their relation to the development of our civic life in town and country. In a country such as Canada, with its vast natural resources, it is a sign of bad management that any money has to be given in charity to relieve conditions of unemployment.

All these matters require public discussion and investigation. There must be expert study and enquiry and some guidance must be given from central authorities and committees, but the local point of view must always be considered, and the organization and education of public opinion is essential.

The proposal to form a Civic Improvement League is a first step in trying to accomplish that task. It is a task of great magnitude and we may not be able to attain ideal results, but even if we do not attain the goal we seek we shall not be unsuccessful if we go forward even a few paces in its direction.

Briefly, then, our objects must be wide enough to cover all phases of civic improvement and development, whether in the larger city, the small town, or the village community. We must proceed on the lines that can alone be effective in a democratic country, those which involve securing a sympathetic and critical interest on the part of the people and which result in inspiring our provincial and civic rulers with confidence in our methods and conclusions. We need not overlap with the work of such excellent institutions as the Union of Canadian Municipalities, necessarily restricted in its membership to those who compose municipal councils, but we may do much by co-operation with such an institution in advancing objects in which we have a common interest.

EXISTING ORGANIZATIONS SUPPORT THE MOVEMENT

It seems unlikely that any existing league, society or committee which has been formed in Canada will withhold its co-operation in forming this Dominion League. They all heartily endorse the proposal. In addition to the support promised in that direction we have received intimation from about 700 individuals in about 400 cities and municipalities in Canada that they will be glad to join and lend support to the movement. With such a beginning at such a time as this, it seems difficult to anticipate anything but great success to the movement we are met to inaugurate, and personally I feel assured that it has enormous potentialities for the future welfare of Canada.

It may hardly be considered the function of the Commission of Conservation to do more than take a paternal interest in such an organization. Its duty may be limited to deal with those things which have, more or less, the direct object of conserving national resources, including public health, but that object cannot be adequately and properly attained without proper civic organization and higher civic ideals on the part of the people. It is with the object of promoting that organization and cultivating these

ideals that the proposal is made to form a Civic Improvement League for Canada with the scope and objects which I have outlined in a general way.

I agree with the Chairman in saying that on the whole we have a large number of men devoting themselves to public life who want encouragement in the work which they are doing and we want to inspire in them, if we form these voluntary associations, some confidence in what we are doing. We must not confine ourselves to criticism but put forward constructive suggestions. But there is no reason why we should not criticise, if we do so in the right spirit, and because we see certain things are good for the community and we are prepared to convince others that they are good. We need not overlap with such excellent institutions as the Union of Canadian Municipalities, represented by Mr. Lighthall, but rather look forward to acting with them in the work which they are doing, and in which they and we have a common interest.

In conclusion, having had something to do with this conference, I should like to express the great personal indebtedness I feel to those who have travelled so far and given up so much of their valuable time to come and take part in our deliberations today. I am sure history will prove that the work you are about to do will be worth the efforts you have made to be here.

DISCUSSION

MR. FIRSTBROOK: As I was leaving Toronto I talked to two of my friends, one of whom is a senator and the other a leading business man, neither of whom is a resident of Toronto. The message I was to give you was this: "See that the farmer learns to paint his barn." Now, I think that is quite an important message, from an economic standpoint as well as from the standpoint of the improvement of the landscape. As we go through the country, and as travellers from other countries go through our country, the importance of this subject is at once seen. It was pointed out that in the United States they pay more attention to this than we do in Canada.

Some years ago there was a movement in Toronto for raising the tracks along the water front. It was very actively advocated and pressed through the newspapers, by important and influential citizens. Sir Edmund Walker, then the general manager of the Bank of Commerce, was the president of the organization. But it was dropped for the time being. Twenty years afterwards the trade and the Manufacturers' Association revived it, and we had a number of meetings. A luncheon was held by the Manufacturers' Association, at which Sir John Willison was one of the principal speakers; another was Mr. D. E. Thompson, one of our leading lawyers, who had been secretary of the association twenty years previous. Both these gentlemen spoke about the viaduct question. Dr. Thompson designated it as a campaign that had failed and which we were reviving. But within a very short time an order was issued for the construction of the viaduct along the front. It has taken a long while, but it is coming. So

we know not, therefore, what a proposition of this kind may bring forth. We had a similar case in the northern portion of the city of Toronto, where the railroads go through. It was with great difficulty our Civic Guild got the city to apply for an order of the Railway Commission to have the separation of grades in the north. But within two weeks the order was given by the Railway Commission, although our leading municipal men were afraid the time was not opportune. It is a great thing to have an organization such as the Railway Commission, which is in sympathy with movements for the improvement of conditions and the preservation of life in our cities and towns.

Our Civic Guild has been working for many years. At first it was called the Guild of Civic Art, and later the Civic Guild. If the members were not the pioneers in Canada they certainly were in Toronto in this great work of municipal improvement. They have been working along and have got our city council to appoint a committee to investigate and make suggestions with reference to the improvement of conditions in Toronto. One of the things they did was to draw a plan and make suggestions with reference to the improvement of the water front. The city took it up, not very actively, but one man took it up and did a great deal, spent \$700,000 in carrying out this plan of the Civic Guild, and then, as the result of that, we have our Harbour Commission, patterned after the example of Montreal. The Harbour Commission took the matter in hand and extended the harbour work 700 feet farther into the lake than the committee had proposed. As a result, we are going to have one of the most beautiful harbours, if not in the world, at least on this continent, in a few years time.

I also wish to draw attention to the fact that some three years ago the Toronto Civic Guild promoted an Association of the various municipal improvement or district organisations into a clearing conference, for discussion of all matters of interest in the various districts.

I make these illustrations to show that we should not despair of improvement but should press forward in these matters. I am sure that if we form this association, which it is proposed to form to-day, great good will come from its organization.

SIR JOHN WILLISON: If anyone has any general observations to make as distinct from the specific resolutions to be introduced later on, we would be glad to hear from them just now.

NEED OF UNOFFICIAL ASSOCIATION

MR. W. D. LIGHTHALL (Montreal): Having, as most of you know, been very closely associated with the Union of Canadian Municipalities for a number of years, I have had very strongly impressed upon me the necessity of a different sort of organization — of very much the kind that is suggested to-day. The Union of Canadian Municipalities has felt, or some of us connected with it have

felt, greatly, its limitation to official connections. It has had as members the various cities and larger towns of the Dominion, as well as a large representation of the smaller towns and villages. But everywhere we have felt there was the need of an unofficial organization, that there were a great many people in the Dominion who were doing, in many respects, better work than the aldermen could be expected to do. The aldermen, of course, have their limitations; the city councils can only act under political conditions for the most part, and include a very considerable proportion of a type of men who take no interest at all in the sort of improvement suggested. The need is very great of an unofficial association. The town-planning movement can never make anything like proper progress without banding together the idealists and the enthusiasts, to form a different and complementary element to the official element in the councils and the official bodies connected with the cities and towns.

MR. SHARPE (Hamilton): Sir John Willison, ladies and gentlemen: I have had some experience in a professional way with this call for civic improvement. I know something about the condition which has brought about the present development and the activity of the civic improvement element across the line, and I find that the question here in Canada is the organization. We want some body that will control the activities or the interests of the different towns and cities throughout the Dominion. I know of one hundred and eighty municipalities that are interested in the improvement of some features in connection with the surroundings of their schools. In advising regarding the improvement of these school sites I have always felt the need for comprehensive schemes, so that isolated improvements could be made in relation to the general scheme of development for a whole district.

I therefore welcome the formation of an organization which will help to carry through this work. Isolated movements such as that carried out at Raleigh, North Carolina, are effective in a way, but are not completely satisfactory. Generally speaking, town-planning in the United States is not efficient. It is accomplishing good work, but the direction of that work is not on true lines. There is too much attention paid to esthetic development, without proper regard for the economy and efficiency of the city as a whole. The work of Great Britain is much more efficient than that of the United States, but the work in Great Britain can be improved upon. Our task in Canada is to organize a central organization, or rather a network of organizations, which will cover every community in the Dominion and will link the provincial and local organizations into the Dominion organization. I think the result of this meeting will be that we will establish an efficient and economical method of administering the town-planning movement throughout the Dominion.

LARGE SCALE TOPOGRAPHICAL MAPS NECESSARY

MR. DOUGLAS H. NELLES,: To my mind the most important part of the Commission of Conservation's work is the Town Planning Branch. The health, intelligence and morality of the community depend upon the health, intelligence and morality of the individual, and this is to a great extent the result of the environment in which the individual lives and grows to manhood. Town planning has, then, for its basic object, the betterment of the individual through improving his environment.

In order that the planning may be done in the most intelligent, systematic and economical manner, it is absolutely necessary that there should be a large scale topographical map of the city and the surrounding district which comes under the town-planning scheme. There should also be a smaller scale map, on a scale of about six inches to a mile. The six-inch map is for planning the scheme in its general outlines. The large scale map is for working out the details of the scheme and the engineering problems encountered when the plan is put into action. These maps will also form the basis of all the work and records of the city engineering and other city departments.

The mapping of the cities and towns in Canada on a large scale has not yet been attempted, but it is most important that such maps should be prepared. This is especially so because of the extent to which land has been subdivided beyond the limits of the built-upon areas of most of our Canadian cities.

USE OF MAPS FOR GENERAL CITY WORK

The uses to which such a map may be put are in part as follows:— For city planning, for planning relief and storm sewers, or a complete sanitary system and the location of disposal works, for planning and laying out a complete water system and extensions, for the location of new roadways, for laying out subdivisions, for improving creeks, for landscape and park work, for bridge works, for railways, their terminals and yards, for tunnels and canals, for gas pipe lines, for electric wiring and telephone lines, and even for architectural work.

In Great Britain, maps on a scale of 1-10,560, or 6 inches to the mile, have been prepared, covering the whole of the United Kingdom; and maps on a scale of 1-2,500, or 25·34 inches to the mile, have been prepared which cover the whole of the cultivated districts. The first scale adopted for town and city maps was 1-1,056, and maps of London, Dublin, Belfast, towns in Yorkshire, Lancashire, and the south of Scotland were prepared upon this scale. But the rule since 1855 has been to prepare town plans of all towns of 4,000 inhabitants and upwards on a scale of 1-500, or 10·56 feet to the mile.

The city map of St. Louis, U.S.A., is on a scale of one inch equals 200 feet, or a natural scale of 1-2,400, and has a contour interval of 3 feet.

The city map of Cincinnati, U.S.A., is on a scale of one inch equals 400 feet, or a natural scale of 1-4,800, and has a contour interval of 5 feet, and $2\frac{1}{2}$ foot contours when the slope is less than 6 degrees.

For Canadian city maps I would suggest a scale of one foot equals 1,000 feet, or a natural scale of 1-1,000. This would enable us to show all the necessary detail. It would be an easy scale for an engineer to make calculations from, a scale economical from the standpoint of the topographical surveyor and one from which measurements could be taken either in feet or meters. As the metric system is coming more and more into use by scientific men, we should provide for future changes in this respect. It would, therefore, seem that the 1-1,000 scale would be the best for Canadian cities, lying as it does halfway between the English practice of 1-500 and the American practice, as represented by the Cincinnati map, of a scale of 1-4,800.

COST OF FIELD WORK FOR A CITY MAP

The possession of city survey results would mean a tremendous saving in cost of future engineering work undertaken by the city possessing them. As an example, the Ottawa Federal Plan Commission found it necessary to spend the sum of \$7,000 in rough preliminary surveys, none of which would have been necessary if they had had a proper city survey. Since the year 1904, the city of Ottawa has spent, for reports upon its water problem, close to \$120,695, according to a detailed list furnished me through the city auditor. It is safe to say that half this sum could have been saved on the surveys if they had had a satisfactory map of the city and surrounding district. It is also probable that a further saving could have been made in not requiring the advice of so many experts. Many other cities of Canada are probably in much the same position as Ottawa in regard to the cost of various engineering works.

When precise surveying of any kind is undertaken the cost of instruments is much higher than it would be advisable for individual cities to invest, as they would be used very seldom after the mapping was finished. A primary triangulation instrumental outfit costs about \$1,800. A precise level instrumental outfit for one party costs about \$400, and other classes of work in proportion. I have made an estimate of the cost of the field work for a city map of Ottawa on a scale of 1-1,000, and it comes to \$1.55 an acre, for an average area embracing 144 square miles. The city of St. Louis map, on a 1-2,400 scale, cost \$1.15 an acre. The map of London, Eng., on a 1-1,056 scale, cost \$3.25 per acre.

Sir Clifford Sifton has just said, "We want to do our town planning in Canada better than it has been done in any other country," and, in reference to the map-making part of it, I think we can do it. In order to have it done systematically and the cost kept down to the lowest possible point, there should be a branch of one of the government survey departments

organized especially for city surveys. If we have good plans of our Canadian cities and towns, upon which to base our town-planning, we can easily work up a general enthusiasm for improvement in civic life.

REV. FRANK D. BALDWIN: Long ago they used to send for preachers, bellmen and others to bless and to curse everything that was started, or wanted to be started, as the case might be; and I am thankful to be here today, as a sort of bellman, to pronounce a blessing, because many people have thought, and rightly thought, that the churches lagged behind on all these great questions of civic improvement. I am not so hopeless as to the future situation in that regard as one might have been years ago. I think the churches are realizing that we have to take as much care of men's bodies as we have been expected to take of their souls. It is a peculiar feature of the country, particularly, but you will find that nearly all the cemeteries are under control of the churches. I have been grieved in going through the land to see how little care—at least when under the church's control, is taken of those cemeteries. Sir Clifford Sifton has said that the object of the Commission of Conservation is to *start* things, and you have said that that was the method of Tipperary, but not our method. Why not our method? I think it necessary sometimes to employ the methods of Tipperary to a certain extent to knock some things on the head, in order that better things may live. That is good science. And so we have in our towns, fire protection and sanitation, provision of public grounds and esthetic surroundings, that may uplift the life of all, to make these towns better places to live in. If we preachers are not in sympathy with a movement to make this world a better place to live in we had better go out of business. I have no sympathy with these men of ancient generations, who go around saying that "the only object they have in this world is to get well out of it." I have a great deal of sympathy with the Yankee of the New England States, who said—and I am not responsible for his language, it is not the kind I use—"This here town is so darned lonesome that I am sorry I did not get out of it ten years before I was born." We have got to make our towns, our little towns as well as our large ones, places worth living in, and I am glad to give my benediction to the effort.

EXPERIENCE IN A TOWN-PLANNED GARDEN SUBURB

MR. GEORGE PHELPS (Toronto): I had the privilege of living in a garden suburb a few years ago, and, from having lived in it and taking part in the life there, that very fact has fired me with an enthusiasm for town-planning and housing I cannot get rid of. I know the project from the inside, and I also know that the place where I lived was one of the most beautiful places anywhere—the Hampstead garden suburb in England. Anything I can do to forward a movement to improve conditions in the way that the town-planning movement has been carried on there I will do to my very utmost ability, simply because I know, from living in it and being

connected with the movement, what a tremendous benefit it is, not only in beautifying the town but in uplifting the people who live there.

MRS. ADAM SHORTT: I want to say a word for the ladies. The National Council of Women, of which body I have been a member since its inception, has, throughout all Canada, been trying to do something in the way of civic improvement. I am not boasting when I say that we have done a little. Our work has been along the lines of what this organization is planning, namely, civic improvement. We inaugurated a playgrounds movement, we have helped to extend the parks, and have sought, in every way, to help civic improvement. I think one gentleman mentioned that the English machinery was better than the Canadian, that it was more efficient. Professor Munroe, of Johns Hopkins University, I believe, states the reason for this to be that the gentlemen who compose the municipal authorities in England are more or less gentlemen of leisure, having ideals and positions to maintain, who devote themselves to this work as the English statesman devotes himself to his task. On the contrary, in Canada, this being a new country, our municipal bodies are made up of men whose various callings occupy their whole time, thought, and energy, or nearly all of it. I can quite agree with the chairman that we really do not give them that meed of encouragement and that meed of support which is their due, because, in a great many instances, they do their best. But I think none of us will disagree in this, that in almost all municipal councils, at least, so far as we have known, from Halifax to Vancouver, there is an element of politics which enters into municipal administration and sometimes ties up the machinery, which, at its best and without politics, might be more efficient. Moreover, this entrance of politics into the municipal situation frequently leads to the appointment of men for outstanding positions which affects our morality, our beauty and our efficiency—not because they are men fitted for the positions, but because they are men who, for some reason or other, it is thought must have a job. It is, in many cases, as has been said, not the man's fitness for the occupation, but there is an occupation to which they may fit the man who needs a job. I am not speaking locally, because we have here found most kindly attention from our civic authorities and co-operation in many instances, also, in some instances, an invitation to co-operate. I am speaking of the experience of women's associations from coast to coast, and therefore I hail with joy the formation of such an organization as this, whose basic object, I believe, is to secure the health and efficiency of our people. In our social work we find that health and all these other matters overlap and interlace—when you touch one social problem, all problems are affected. I understand the object of this Association is to be one of inspiration, encouragement, activity and supervision so that good men in municipal councils, or some good men in such councils, will feel behind them an organization of free-handed men and women, who will back them up in their best efforts and help them to

withstand all the heavy pulls that have hindered their past administration. I am hoping to see the day when this organization, in every locality, will not only help in the way of inspiration and encouragement, but also in activity and supervision, so that when the body of electors in a city say that they want a thing—whether it is an incinerator, or whatever it is—when they have expressed their desire by a vote of the people and the council undertake to get what they desire, they will get an incinerator that incinerates.

CITIES ARE SHOWING LACK OF A GUIDING HAND

DR. FRANKLIN JOHNSON, JR. (Social Service Department, University of Toronto): I am reminded of what Theodore Roosevelt, who has proven himself at a particular time a prudent and far-sighted statesman, said when he was asked his opinion of woman suffrage. He said, "If the women of the country made up their minds on a thing that they wanted, they were certain always to get it;" and, I might add, if the women of Canada make up their minds that they are going to take hold of a movement like this they will be a great strength to the movement. In the formation of the committees and board of this coming organization, I hope it may be found feasible and possible to have a representation of women. This movement is one of the wisest that could possibly be launched at this time, it seems to me. It is timely, because we already have need for it in Canada. Our great cities are showing the lack of a guiding hand and some wise, far-seeing plan in their development. It is also timely because there is not yet the apparent need for it. We ought not to wait until the horse is stolen before closing the stable door, and we ought not to have to look back, like Boston, and see how the streets were laid out along the traditional cow path, as in the case of Tremont street in that city. We should not wait until it takes an expenditure of millions to bring into effect a slight improvement like that made in Cleveland, or even in a city like Washington, where a splendid plan was laid by M. L'Enfant, and then neglect what you might call the social side of the development of a city. If we have a competent organization, which can command intelligence and the details of the system, and that organization can be placed at the service of smaller communities as well as of the larger communities, we will have an intelligent development of our great Dominion here such as no nation has had. We are familiar, with the rate of growth of the United States, how it has jumped from 7,000,000 to 100,000,000 in one hundred years, and, of course, we all expect Canada to do the same. But the Canadian rate of growth is greater than that of the United States for most of that period, and our cities will probably grow faster than theirs. I do not think there is any city in the world that has grown as fast as Toronto.

SIR JOHN WILLISON: Except Montreal, Hamilton, Winnipeg and Vancouver.

CONDITIONS IN THE SMALLER CITIES

DR. JOHNSON: And the other Canadian cities. But, without discriminating, Toronto has doubled its population in nine years. The great growth of Berlin, and the great growth of London, New York and Chicago, have been nothing in comparison, and we have to come to Toronto and the other Canadian cities to have that sort of thing duplicated. We must have some central board, with wise heads, where we may come, in order to systematize our work and obtain advice. I was in one of the smaller cities of Canada quite recently. The business men there wanted to talk over certain city problems, and invited me to go there and meet certain representatives of business organizations, to discuss these matters with them. They told me they had no city problems; and, to prove the statement, they took me around. They told me how the situation was splendid, how they had a park, and no slums, and they had no need whatever for any city planning. I pointed out to them that they had no parks inside the city limits that were intelligently planned, they did not have any recreation centres for the children; as Sir John Willison said, they had a fair ground, very accessible, absolutely ideal, but not in use. They had the commencement of housing problems, immigrants were coming in and settling in immigrant districts, and they had the commencement of slum districts—and yet they did not see the necessity to commence any work for that city. There was a gathering of business men that evening, to confer about certain things, and as this question came up, it was discussed quite a bit and these business men said they did not see why any town-planning was necessary in that city. I tried to point out that, when the need apparently did not exist, then was the time to commence their plans. The ordinary cities of Canada cannot afford to employ a Town-Planning Commission or to expend much money in this sort of thing. But, if we can have a Dominion-wide organization of this sort, we can afford to get the best intelligence and information available anywhere and place it at the service, through the proper organization, of any community in Canada. This is something that will develop all our cities and rural districts in a way that the world will look at as an example. I think, therefore, that this is a very timely thing, and, as coming from an educational institution, I am glad to give my hearty co-operation to it.

SIR JOHN WILLISON: The time immediately available for discussion has pretty well passed. Mr. Parker is here, and, I think, may not be able to be here this afternoon. Mr. A. G. Parker, of the Bank of Montreal, will now address a few words to us, after which you will be asked to consider the resolutions which we have to bring forward. I would call on Mr. Parker.

RESTRICTIONS ON MUNICIPAL BORROWINGS

MR. A. G. PARKER: Sir Frederick Williams-Taylor said in his letter which was read at the beginning of this meeting, that he was much concerned at the frequent over-borrowing of Canadaan Municipalities, a habit which has been practically universal in our Northwest. He is speaking from his experience in London, where he was manager of the Bank of Montreal for seven or eight years, during which time he watched the marketing of Canadian municipal securities, and took part in it, sometimes, in the case of our larger cities. I think the bankers, as a whole, know more about the shortcomings of our cities than anybody else. While in Ontario most of the towns are under honest administration, as the chairman has just said, they are sometimes managed by men of little experience. In the Northwest the difficulty has been much greater, and promises to continue to be so in the future, unless some co-operation between the provinces and the municipalities, under the Dominion's supreme care and direction, can be brought about. Some towns are established up there by men who carefully choose their location and where the conditions are good. Towns are also established by people of hopeful and adventurous dispositions, who go into it for the benefit of their own particular pockets. And then the town-planning of which we are now speaking begins and over-runs itself. If it could be curtailed, instead of being encouraged, in certain respects, it would be a good thing for the Northwest. You cannot expect men of the character of the usual founders of the Northwest towns, hopeful and speculative, to be very good mayors and councillors. They are too hopeful, and, if they are not so themselves, they want to make others hopeful. In some cases, for instance, local improvement debentures run for thirty years, the improvements crumbling away in ten, and posterity paying the bill. Canadians, of course, do not care to have their liberties in any way restricted. The idea of adopting the system in force in England relating to local loans, to which my General Manager refers, would be irksome to them at first. If, however, that system could be generally introduced in some form in Canada it would be of immense benefit. Even before the war the people had a year or so of depression, and to some extent realized the evils of the freedom under which their towns had borrowed. I think they might eventually come to some agreement by which they would submit to what the English cities, the small cities at all events, submit to, the supervision and sanction by some kind of local board, of all their borrowings. The Local Government Board in England takes great care to see that when a town wishes to borrow it does so for good reasons, and that it is able to pay for its borrowing within a reasonable time. They send inspectors to it, who, if necessary, examine all the conditions from which the demand arises. In England, of course, the borrowing is from the Government itself, through the Local Government Board. Here I do not suppose the Provinces, with all the guarantees they have already

given to railways, could guarantee all their municipal bonds or lend the money to the municipalities, but they could, at all events, give their open sanction to the issuing of bonds, and by that means facilitate the sale of them, and for a better price. That would reconcile people, as much as anything else, to such a system as I understand has been advocated for Ontario. As a matter of fact I believe that some of the western provinces have already begun legislating in this direction.

RESOLUTIONS

NEED FOR NATIONAL ORGANIZATION

MR. G. FRANK BEER, (Toronto): I rise to move a resolution to the effect that a civic improvement league be formed for Canada.

World events of an unprecedented character are showing us the necessity for greater national and individual efficiency. The perversion by a great nation of its ideals should not blind us to the advantages of scientific organization, collective effort and a measure of central control. If we leave effective organization for the forces that hinder progress we are guilty of social treason—and we admit our inability and unworthiness to mould the future development of Canada toward the fulfilment of a great national purpose.

Social progress has in many cases been obstructed, not alone or chiefly by general indifference, but by the lack of clear thinking and definite purpose on the part of social leaders. We must not blame either governments or peoples for their failure to accept all the "solutions" which we have thrust upon them. Part of the blameworthiness has been ours, because of our failure to study adequately the problems with which we are concerned. National problems can find no solution in superficial thinking. We must work our heads more and our hearts less. It is because of our recognition of the necessity for wise leadership, deeper study and effective organization that we are here to-day. No movement in Canada, so far as my knowledge goes, has been launched with such reasonable prospects of success.

It has never before been my pleasure, at a meeting of this character, to listen to three such inspiring addresses as those we have heard this morning from Sir Clifford Sifton, Sir John Willison and Mr. Adams. The reason we all feel this way, as I am sure we do, is because of the clear thinking and definite purpose which characterized, to an unusual degree, these addresses.

The economic and social problems which will face us at the close of the war call for serious consideration and well informed study *now*. Problems of this character will find no solution if we postpone action until they are thrust upon us for immediate action. Failure to recognize this may result in consequences of a far reaching character. The plan we have before us shows a realization of facts and a study of conditions which give us great confidence in the successful outcome of the enterprise upon which we are now entering.

Experience has convinced me that a national organization is necessary—is indeed indispensable—to the success of the objects we have in view. I had the honour, upon the invitation of Sir Clifford Sifton, of advocating this course before the Commission of Conservation two years ago. The events of these two years have but made more apparent and more urgent the desirability of concerted Municipal, Provincial and Dominion action. The problems are great national problems and transcend local, party or other considerations. It is fortunate for us, as I hope it will be for Canada, that the Commission of Conservation has provided an opportunity to unite local and provincial forces for the achievement of a great and worthy national purpose. I therefore move:—

“That a Civic Improvement League for Canada be formed, with the general object of promoting the study and advancement of the best principles and methods of civic improvement and development and to secure a general and effective interest in all municipal affairs.”

I esteem it a great honour to move this motion and I think we all feel that by whole-hearted co-operation nothing can stand in our way or make our efforts ineffectual.

HONEST MANAGEMENT AND ADMINISTRATION OF MUNICIPAL AFFAIRS

DR. DESAULNIERS, M.P.P. (St. Lambert, Que.): To deal properly with such an important subject as civic improvement, with all the duties inherent to such a league, the functions and work that devolve on all devoted members and the wonderful results that can be obtained by continuous efforts, is a task, I say, that I cannot fulfil just at present with skill and in a manner equal to the standard of the distinguished gathering listening to me.

I highly appreciate the fact of having been selected to speak on this resolution, as much as I appreciate having been included in the list of citizens of the Province of Quebec to attend the preliminary conference of the founders of this useful League.

In seconding the resolution just read, I want to say that I fully understand, I believe, the real sense of the resolution. And it embraces the study of the best principles in the honest management and administration of civic affairs; the advancement of economical and progressive methods in the improvement and development of our towns and rural municipalities, and also the awakening of the people so as to secure from all a general and effective interest in all municipal affairs.

Of course, the discussion is limited to-day to a civic point of view only, but allow me to say that the successful achievement of the work undertaken by the League, if well directed, would, as a consequence, bring good results in higher and broader spheres of action. The development of a good civic spirit means also the creation of high national ideals.

There is no doubt that the Federal League, as well as the Local Leagues, will attain the object for which they are created if the members will all co-operate in the necessary initiative, and in an active campaign. Farmers, business and professional men all are, in this country, ambitious—and being desirous to improve their condition, they will at once understand the necessity and the importance of the League when the objects are explained to them, as defined in the circular in *Conservation of Life*.

As I said before, our population is open to conviction, and all are desirous to learn, but, I am sorry to say, only a percentage of our people possess the real knowledge and the true principles of civics. There is a lack of education among the masses throughout Canada.

How many times, during my twenty years of public life, have I heard men of all classes making the statement that the only objects in filling public offices of any kind, and the idea—and even ideal—are of a speculative and personal nature? In my humble opinion, the most important duty of the members of the League would be under the title of the study of the best principles in the honest management and administration of public affairs, to start a campaign of education in all the different classes of the community, and so to develop the sense of responsibility and honesty in civic affairs—to create the sentiment in every citizen that public affairs must be managed in the interest of the community, and not from a personal point of view.

Allow me to say that such education should not be spread only to the present generation, but in our universities and colleges, and even in academies, lectures on, and explanations of, the duties of citizenship and the interest they should take in public affairs, should be taught, to inculcate sound principles in every future man and woman in the country. I have the honour to second the resolution proposed by Mr. G. Frank Beer.

CULTIVATE A LOVE FOR THE BEAUTIFUL

CONTROLLER MORRIS (Hamilton): I feel so grateful for the good work that has been done by the Commission of Conservation for Canada that I wish to add my testimony to the value of the work, and at the same time to support the resolution now before us.

What is the reason for the villages being in an unkempt condition, as the Chairman has truly stated? It is because the people lack knowledge, because they do not know anything of beauty, they do not understand it or appreciate it—they do not want beauty. Now, how can we cultivate, in the hearts of the people, a love for the beautiful? We will do much by creating a Civic Improvement League in every city, town and village in Canada, to give people guidance and enlightenment along these lines.

I have been in city life for upwards of twenty years. For twenty years I had a scheme, a vision, of a magnificent park, a natural park, along the Niagara escarpment, along the base. After working upon that, off and on, for the last twenty years or more, I am happy to say that the scheme is

just now reaching maturity. If there had been a Civic Improvement League in existence that work would have been accomplished years ago and at a very much smaller cost than at present.

Three or four years ago I brought the matter of having a Town-Planning Commission in Hamilton up before the City Council time and again; but it was only this year, because of the assistance and the backing of the Civic Improvement League in Hamilton, and because of the earnest backing of the Commission of Conservation, that we got it through the council. It is necessary that we should have such improvement leagues in every city, town and village, in order to help the men in the councils get through the various practical schemes. The Hamilton Commission has started out to get their topographical map, they are helping in preparing legislation and in many other ways. We in Hamilton are determined to assist in the formation of the proposed League and to do all we can to make this Canada of ours a better place to live in.

NEED OF A SUPPORTING ORGANIZATION

MR. SANFORD EVANS: I should like to say just a word of my hearty personal support of the proposition which is before this Conference; and, further, to say that, from my knowledge of western Canada, I am confident the idea will appeal strongly to the people throughout the whole of that section of Canada. I agree with those speakers who have paid a tribute to the work which has been done in this important subject by the Commission of Conservation. Some few years ago, in Winnipeg, we took up the question of town-planning, appointed a Commission, arranged a town-planning exhibit, at which we had material of very great interest not only from this continent but from Europe, and invited a conference, which was attended by representatives from all parts of Canada. At that conference a Dominion Town-Planning Association was appointed. No practical result followed, and for that failure I, probably, am a good deal more responsible than anyone else. But the point of difficulty came in the fact that all the membership was of the voluntary quality, which has been referred to to-day, that is, it was a participation by men who were overwhelmed by other things, both public and private. I came to the conclusion at that time that it would be exceedingly difficult to strongly establish such a movement unless some organization could be found which would take the matter up. A most happy and altogether fortunate solution to that difficulty has been found in the fact that this Commission of Conservation has had wisdom enough and patriotism enough to take hold of the work in the way it has done. I would like to say that I hope the attitude of this Commission will not be simply that it has now taken steps to initiate this new form of organized effort, but that it will regard itself as the very foundation of the organization; and, unless it is prepared to give time and also professional

advice and assistance in this movement, the success will not follow which would otherwise be the case.

Having had some little part in municipal affairs I have felt many times this morning like trying to defend the member of the municipal council in Canada, for there is something to be said from the point of view of the municipal councillor which is not always recognized by one who has not filled that position.

DEVELOP THE IDEAL OF THE TOWN AND VILLAGE

But one point which I would like to emphasize, because the point has been raised several times this morning, is the importance of the development of some adequate idea of the town. In taking hold of the problems of the smaller places in Canada it is not a question of providing against slums, or against other things which may come if those towns should happen to become great cities. I believe that in Canada we have had the ideal of the city; we have not yet developed the ideal of the town or the village. We have heard a good deal to-day about the conditions in western Canada, particularly the financial condition. There is no doubt that, along the lines of Sir Frederick Williams-Taylor's letter and of Mr. Parker's address, we must give that the very strictest attention and must consider that of the very greatest importance. I could give certain explanations of what appears like over expenditure, as compared with eastern towns, which might make the situation appear not quite as unwise as it does perhaps to those who have not been quite familiar with all the conditions in western Canada; but outside of what can be explained, there was an extravagance, due to what? There has never been a territory in the world in which so large a proportion of the total population was called upon to found new towns, new school districts, new organizations every year. Who did this? The men who did that and the women who did that were the young men and the young women who came from Ontario and Quebec and the Maritime provinces and some from the United States. These young men and young women did not have the ideal of the town or the village; every one of them had the ideal of the city, and it was the only ideal they had, and they started their development, not wisely, according to town-planning methods probably, but their whole conception was the conception of a metropolis; and I think that what happened in the west should reveal to us the condition of the public mind in all Canada, because the men and women who did that were but the boys and girls whom you raised down here. If there is any one thing important, from a sociological and national point of view, it is to develop the town as a town, the village as a village, the rural community as a rural community, that those places may be so attractive and so wholesome as to retain the best men and women in this country. Unless we have something that will hold the best men and women outside

of our cities we will be in danger of the gradual deterioration which cities may bring about.

DR. WM. H. ATHERTON (Montreal): I know that there are a number of interests in this room of a humanitarian order, such as the National Council of Women of Canada, that are not so strictly municipal in the high and dry form of the phrase.

SIR JOHN WILLISON: I think perhaps we had better put the resolution first.

DR. ATHERTON: I was going to suggest an amendment, which could be incorporated by Mr. Beer, because I have spoken to a number of delegates and we fail to see in the statement of the objects of the League read by Mr. Beer anything to cover certain broad activities which I think the statement of objects ought to cover. I would suggest that Mrs. Smillie move the addition of some such words as the following to the motion now before the meeting:

"And to encourage and organize all those community forces which make for efficient citizenship, and so inculcate a ripe Canadian national civic pride in every centre—village, rural community, town, city, or municipality of Canada."

That, I think, will be the broad view, and will meet the objection which many have who want to come in and do not see anything in the preliminary statement of objects which would include them. I think it is necessary to have some such additions. It rounds off the whole thing by making for efficient citizenship. It includes every association, for town-planning or housing or any other branch of social activity, that they will have a rightful place in this Association. It would be clearly laid down in the statement of objects as I propose it to be amended.

MR. ADAMS: May I suggest that the main object of the resolution now before the meeting is that a league be formed. Later on a motion will be brought before the meeting stating the objects.

SIR JOHN WILLISON: Had we not better confine ourselves for the moment to the adoption of the simple resolution:

"That a Civic Improvement League for Canada be formed, with the general object of promoting the study and advancement of the best principles and methods of civic improvement and development, and to secure a general and effective interest in all municipal affairs."

MR. FIRSTBROOK: Why have the word improvement? Why not Civic League of Canada? The objects will all be stated here. If you adopt this the name will be The Civic Improvement League. Why not simply The Civic League of Canada?

MR. ADAMS: The object of the resolution before you is simple to decide whether it is desirable to form a league or not. This resolution will be followed by others, dealing with the name, the object, etc. We could discuss these details when the other resolutions are reached.

SIR JOHN WILLISON: Are you in favour of adopting this resolution ?
Resolution carried unanimously.

The meeting adjourned until two o'clock.

AFTERNOON SESSION.

The meeting resumed at two o'clock, Hon. Dr. J. J. Guerin in the chair.

DR. GUERIN: Ladies and gentlemen, my first duty is to thank you for having invited me to take the chair this afternoon. I consider it no small honour to preside over such an assembly of ladies and gentlemen coming, as you do, from all over the Dominion. It shows your appreciation of the efforts of those who undertook this good work of civic improvement. I must, in the first place, thank the Commission of Conservation for having inaugurated this national movement, for having given us our existence, so to speak; that is, if we organize ourselves according to the resolutions that will be placed before this meeting. At the same time, I want to say, it behoves us, when this Central Organization has been formed, to make every possible effort to form and assist local organizations in the communities from which we come. The Civic Improvement League, as we all know, is something that is calculated to improve the surroundings and the conditions of our fellow citizens. It is by improving the homes, and consequently the municipalities, that we can make people happy. When a person is in a state of contentment and his environment is agreeable, then he will be satisfied with his conditions, and that person will be a loyal citizen of Canada. Consequently our effort is toward the creation of loyalty and contentment among all the citizens of this country. I think, ladies and gentlemen, that we are assuming an immense task, but one that will be very easily accomplished, if we only extend our good will and work with determination. I heard a few speeches after I entered this room, unfortunately a little late, this morning, all expressive of good will; but I hope whatever speeches we hear this afternoon will be more expressive of determination and consideration of the best means to put into operation this great organization which we are founding here in Ottawa to-day. I am not going to set a bad example by making a long speech myself, because I am going to ask you gentlemen to be as brief as possible in the remarks you have to make. I do not mean to imply by that that I intend to apply the closure, or anything of that kind. I want to have everything argued within reason; but I want the speakers, as much as possible, to deal with the point at issue, so that we can get through our business and then, after we have concluded the consideration of our resolutions, we can continue speaking on the organization itself as long as it pleases us to do so. You understand, therefore, that I do not wish to interfere at all with discussion but I should like to get through the programme that we have before us.

MR. BEER: I would move the reconsideration of the resolution which I moved just before we adjourned.

Motion agreed to.

MR. BEER: I move that this motion be amended by striking out the word "and" before the words "to secure," and by adding the following words, "and to encourage and organize in every community all those social forces that make for an efficient Canadian citizenship." The object of this amendment is to broaden out the meaning of the word "civic" and to make it quite sure that it includes rural as well as urban communities.

MR. ADAMS: I think the more proper form would be to add this as a rider, to make it an addition to the resolution passed this morning.

Motion as amended agreed to.

VOLUNTEER ORGANIZATIONS SHOULD BE UTILIZED

DR. BRITTAINE: (Toronto): I have been asked to move a resolution as to the name of the association, and, in line with the request of the chairman, I will simply consider what I have to say as a confession of faith, and of determination to forward this movement, as far as I can and as far as the organization that I represent have it in our power to forward it. Perhaps it would not be amiss for me to say in a few words what I think the movement means. In the first place it seems to me it is a mobilization of all the forces, all the personalities, all the organizations, looking toward the improvement of citizenship. Several speakers this morning alluded to the fact that governments do not use the reserve of training and of faith in government that they might utilize. This is an attempt to utilize everything we can get in Canada that makes towards good citizenship. That is the fundamental thing and that is the main thing we wish to take away to-day. The second thing is that this is an educational programme. Personally, I would not feel like putting my whole faith in it, unless it were an educational programme. Education can do more than anything else in this matter. The old rural school, where a boy received an elementary education, which was supplemented by his having to do many things at home, provided something we have lost, and the public school, in some way, will have to develop that form of education again. In the first place we are trying to provide an association which will be an outside association, a non-official association. I think it was Darwin who said that dogs could not exist in good health unless they had a few fleas. The fleas stimulated the dog to action and kept the dog's mind employed and kept him from thinking about himself. I do not want to carry that simile too far. It is our business, by just existing, to stimulate thought and action of the official body. Any official body, like the canine, is apt to get fat without certain stimulus from the outside.

In moving this resolution I think it should be moved with the understanding that it is more or less provisional, that all of these resolutions are

subject to change afterwards if it is thought wise to do so. An organization that is worth anything is always bigger than its constitution. A boy worth anything outgrows his suit of clothes. So our constitution has to be so elastic that at any time we can change it with our growth; therefore, I have much pleasure in moving that the name of this Association, which we are about to form, be "The Civic Improvement League of Canada." I believe that is a good name. Both the French and English understand the meaning of the word civic. It is almost the same in each language. We all know the meaning of improvement and of league. It is a name we all thoroughly understand. I therefore have much pleasure in moving that this be the name of the Association.

CANADA TO EDUCATE HER OWN EXPERTS

DR. ATHERTON (Montreal): I have been asked to second this resolution, that the name of the association be "The Civic Improvement League of Canada." I should like to add to the argument given by the last speaker further reasons which, in my mind, point to this name as a popular name. If I may be permitted to give a little history with regard to this movement it may help your understanding of it. I have, first of all, to convey to this meeting the expression of appreciation and approval of the great effort being made in Canada to raise up a school of Canadian experts, who are able to carry on their own investigations, and study their own questions, and meet one another as a Canadian school. This expression comes from Clinton Rogers Woodroffe, who has a great name in the United States, as secretary of The National Municipal League. They are watching us with great interest. There are three other associations watching us, because they want to know how close they can come in touch with us. No doubt many of you have received invitations to become members of The National Municipal League, the American Civic Association, the National Housing Association and the National City Planning Association. The majority of the men running those four associations are the same men. America is a big place and they need different associations for different branches of their work. They wonder how far we can come in, they are wondering whether we will take any of their names. The National Municipal League would like us to have a Canadian National Municipal League, but if we do that we are identifying ourselves with a movement that is one-sided. Their movement is principally towards municipal affairs, dealing with the high affairs of financing city government, and all kinds of technical questions. While we will consider them in this Association, they will not be the only things we will consider. Then, if we take the name corresponding to the American Civic Association, which looks after æsthetic beauty and playgrounds, beauty spots, etc., alone, we are again narrowing our purpose. If we take the name of the Housing Association we are again narrowing our scope, and similarly with City Planning. Therefore, many of us agree that

as Canada is, in one sense, so small yet, it would be best, in order to save money, time and experience, and act as a conservation force, that we should form one organization at the present, under the name Civic Improvement League. That takes in all four different phases of the civic question referred to above. Therefore I think that the name Civic Improvement League hits the thing pretty well. The reasons given by a previous speaker are simple. Civic is broad, it shows the civic spirit going right through; no matter whether it is city, town or village, it affects the citizen as a citizen. It embraces all kinds of improvement and progress in general along the lines I have spoken of. Everyone understands improvement at once. If you had the name Civic League everyone would ask what it was. Civic improvement means civic improvement in every form of municipality and civic life and league means confederation: it means a loose or a very close confederation. It is elastic. Is it a name that will apply and appeal to people all over the Dominion, and we can get every association to come in under that title, perhaps paying a fee to join us and help finance the movement. We can get associations from small communities to join us. We will have a great field to fall back upon. By having one broad association all our people may assist in any municipal movement. I think we are doing something in using a name that hits off the various aspects of civic life, and, therefore, I have much pleasure in seconding the motion that the name be "The Civic Improvement League of Canada."

MR. ADAMS: I would suggest, in order to meet the point raised by Dr. Brittain, that the motion be amended as follows: "That the name of the League be provisionally agreed as "The Civic Improvement League of Canada." That will leave it open for further consideration by an executive committee.

DR. ATHERTON: As the seconder I accept the word provisionally, but my own belief is that it will carry as it now stands.

Motion as amended agreed to.

PROPOSED STATEMENT OF OBJECTS

DR. S. MORLEY WICKETT (Toronto): I have been asked to move a resolution setting forth the proposed objects of the League, as set out at page 5 of *Conservation of Life*. That statement is as follows:

To assist in promoting the highest interests of the city* of _____ and the welfare of its citizens by the study and advancement of the best principles and methods of civic improvement and development, and by securing a general and effective public interest in all municipal affairs, with special regard to such questions as the following:

- (1) The form and character of local government and the application of sound economic principles in regard to the administration of municipal business.

*Or town, municipality or village, as the case may be.

(2) The preparation of town-planning schemes for the purpose of securing proper sanitary conditions, convenience and amenity in connection with the development of land within and surrounding the area of the city.

(3) The replanning of old districts, the removal of slum areas, the widening of public thoroughfares, and other reconstruction schemes.

(4) The conservation of the industrial and physical resources of the city, with special regard to the housing conditions and health of its citizens and the adequacy and efficiency of its public services.

(5) The preservation and increase of natural and structural beauty, the character and position of public monuments, the laying out of parks and open spaces, the planting and preservation of trees, the regulation of public advertising, and the abatement of smoke and other nuisances.

(6) The preparation of civic surveys and maps, and the carrying out of investigations into housing, transportation and industrial conditions, methods of land valuation and assessment, etc.

(7) The promotion of school and college courses in civics and civic design, of exhibitions of works of art and of architectural, engineering and other designs relating to civic improvements, and of public performances of music; and the provision of facilities for the recreation and physical development of the young.

(8) The means of securing increased production from the soil within and in the neighbourhood of the city by encouraging the cultivation of idle suburban land and a more widespread interest in gardening.

In doing so let me say first that personally I welcome with enthusiasm the formation of a national municipal league, under the name approved of, under the auspices of the Conservation Commission of Canada. I dislike very much the old illustration of the Federal Government as a milch cow. I would rather say that this splendid work upon which the Conservation Commission is embarking makes it appear rather as the beneficent goddess of the people of Canada, because municipal government touches every interest, all through the country, of every man, woman and child, in so many ways that it brings home the benefit of the services to us all. The objects of the association, I take it, are as broad as the objects of all the organizations affiliated with this association and making up this association, so that to enumerate them is simply to go through a formal enumeration. Our object will be to co-ordinate the effort of all local associations, of whatever kind exists, looking to the improvement of municipal conditions in Canada. Now their efforts are as manifold as one can well conceive. The work of municipal reform in this country at the outset is to create a public opinion. I think any man who is engaged in municipal work in this country feels the absolute necessity of live public opinion. If public opinion is not alert and sympathetic very little can be accomplished. So you will notice that at the very outset, in the statement of objects, that one of the aims of this association is to secure a general and effective public interest in all municipal affairs. Our government is a democracy. It is well enough

in an autocracy to leave to higher powers the working out of details, but in our democracy we must rely on ourselves. The safety of our government is, therefore, necessarily, alert public opinion. Alert public opinion is the very basis on which we must build. The careful study of municipal questions is, therefore, necessarily, what follows. We must work out carefully the various plans suggested and decide as wisely as possible on their merits. When I was at the University of Toronto, whenever we had exhausted a subject of debate, we used to debate on protection and free trade, and I really forgot what we decided as to their relative merits.

SIR JOHN WILLISON: Have not settled it yet.

DR. WICKETT: We debated that man was equal to woman and woman equal to man in all respects. I forget what we decided about that. And whenever we exhausted temporarily our subject of debate we came back to a constitutional question and always found a perennial source of dispute there. I take it that it really does not matter so very much what we enumerate here as the detailed objects of our study, as long as we have the general platform promoting the highest interests of the city, town or municipality and the welfare of its citizens by the study and advancement of the best principles and methods of civic improvement and development—as long as we have a general statement of that kind we are quite safe in adopting a detailed resumé.

IMPROVEMENTS ADAPTED TO CANADIAN CONDITIONS

But let me refer briefly to one or two points. First, the form and character of local government and the application of sound economic principles in regard to the administration of municipal business. In discussing the form of government it may be that a local association is carried away with enthusiasm, for example, for Commission Government, which has merits in the United States to overcome an evil situation there which they have inherited but which may not be suited to Canada. A local association may advance certain arguments in favour of a certain form of government; but the influence of the general association will be to broaden out that discussion and safeguard it in the interests of the country at large. So I believe that, while the local associations are working according to their own lines, the broad association will help each local association to come to the wisest possible decision. In the administration of municipal business the Federal Government comes very actively to the front. We can do very little in the control of municipal affairs without comparative statistics. The mayor of Hamilton wrote me the other week and wanted to know what our prices for certain contract work in Toronto were. He submitted to me a list of, for instance, crude oil contract, asphalt contract, etc., and the cost of various road and sidewalk constructions, and said: "Will you get me figures of these costs for Toronto?" It was quite an interesting comparison. In some cases Toronto was paying a good deal more than

Hamilton, and in some cases Hamilton appeared to be paying more than Toronto. Why? Different explanations are possible. It may be that a local ring is busy. But we have no comparative statistics in Canada, no national tabulation of statistics as they have in the United States. I believe the new Dominion statistician is very enthusiastic with regard to national comparative statistics for Canada. The very form of a village municipal organization will help along in a way that is hard to appreciate in the development of comparative statistics.

PREPARATION OF TOWN-PLANNING SCHEMES

Then, under section two the preparation of town-planning schemes for the purpose, etc. That has been well discussed already. With reference to the latter part of section (2), "the development of land within and surrounding the area of the city," I believe the consideration of a metropolitan area in connection with every municipality, the relation of town to country, is a matter of great importance and one that should not be overlooked, that cannot be overlooked, if we are to work out satisfactory municipal government.

Then (4) "The conservation of the industrial and physical resources of the city." In Ontario we have a business tax that is admitted on all hands to be based on an extremely crude system. Under it you may have two stores or warehouses side by side, and they are taxed, not on the income of the plant, but on the value of the building. Although the man in one building may have a turn-over four or five times a year and the man next door a turn-over once or twice a year—in other words, although a man's business in one place may be good and in the other extremely bad, they will pay the same tax. That is absolutely unscientific.

Under section seven, the promotion of school and college courses in civics and civic design. In this country we have had very little instruction in municipal affairs. Dr. Brittain's magnificent work in Toronto is helping. Those of us, citizens of Toronto, who have gathered around Dr. Brittain and support his work, realize its importance. We feel in Toronto that the public needs to be advised by thoroughly capable men, and we put Dr. Brittain and his staff at work to tell us the truth about a great many things we have not the time to investigate and his work is educative. If the colleges and universities of the country, with their experts, who have some leisure, I hope, are able to devote part of their energies to municipal work, it will mean a great deal for the future of this country.

Those who have seen exhibitions, which comes under section seven, know how immensely educative these exhibitions are.

Then finally under section eight comes "The securing of increased production from the soil within and in the neighbourhood of the city by encouraging the cultivation of idle suburban land." That is more or less covered by the previous idea of a metropolitan area. Of course it is not so important

in a young country like Canada as, for instance, in an old country like Belgium, where it is necessary to use every foot of land. At the same time there is such tremendous waste in this country that there is great scope for economical cultivation of land, which means great savings and lower costs of living, which mean comfort and a brighter industrial outlook for the country.

Thus, the objects of association as here outlined are as broad as local effort. In other words, the objects of the association are truly national and I have the greatest possible pleasure in moving the adoption of this resolution.

IMMIGRATION QUESTION IN WESTERN CANADA

MR. J. S. WOODSWORTH (Winnipeg): I should like to offer a suggestion, although I do not know that it should come now. The weaknesses of our municipal and community life in the west are at the present time owing very largely to the lack of go-aheadness in our population. We have had an immense immigration, more than one-half of our people are of foreign birth. We have a very large number of those whom we erroneously call foreigners. I think without doubt the immigration question must be recognized as the outstanding question in western Canada. We have had an immigration of three millions and it is very difficult to secure municipal administration unless we have some definite education of our foreign-born population. Speaking generally for the three or four western provinces it seems to me that one of the first things we must undertake is the better care of our immigrant people. We have in this last clause spoken about the importance of increased production from the soil. All along we are speaking about conserving our national resources. Perhaps it is of sufficient importance to include the need of conserving our human resources, our population resources. To bring the matter definitely before the attention of our committee I would suggest that another clause be added to this resolution something like this: "(9) The care of our immigrant population and the incorporation of our divers people into a worthy national life." I think that is quite in harmony with the addresses given by the president this morning, by Mr. Adams, and by the Chairman of the Commission. I think, this, perhaps, would call the attention of the public at large to the wide scope of this work, the care of our immigrant population and the incorporation of our divers people into a worthy national life. Might that go in as an amendment?

MRS. SHORTT: Under what clause would such things come as infant mortality and public health? Would it not be well to have another clause which would cover public health in regard to municipal affairs?

MR. ADAMS: Clause 4 speaks of all resources, with special regard to public health and housing of the citizens. I take it that would cover such questions as Mrs. Shortt refers to.

MRS. SMILLIE: Would it not be well to put in the words "child welfare"? Then it would be easy to co-ordinate the action of the Women's Council and other organizations that are taking special steps in regard to child welfare in view of the diminishing birth rate.

DR. GUERIN: You might add "and child welfare."

MR. BEER: A general statement is always stronger than a specific one. If you begin to specialize you may weaken the statement.

MRS. SHORTT: Could you not put in "housing and health"?

SIR JOHN WILLISON: We have housing now in clause 4.

MR. ADAMS: If you put in "with special regard to housing conditions and child welfare," it would tend to put up child welfare as something different from the general health of the citizens. I would like to make a suggestion to the effect that it be referred to the committee to further consider in the objects the question of the inclusion of the words "child welfare." It is merely a question of draftsmanship, we must see that we do not weaken it. Owing to the fact that you altered the previous resolution there is a consequential amendment to this resolution. It is that at the beginning of the proposed statement of objects the wording should be "To assist in promoting the highest interests of the city of..... and the welfare of its citizens by the studying and advancing of the best principles and methods of civic improvement and development, by encouraging and organizing in each community those social forces which make for efficient Canadian citizenship, and by securing a general and effective public interest in all municipal affairs, etc." That was incorporated in a previous resolution and must come in under this one.

Motion agreed to, and proposals of Mr. Woodsworth and Mrs. Shortt referred to committee to be appointed.

MR. JOHNSON: Under paragraph 7, "The last clause, the provision of facilities for the recreation and physical development of the young." Would not that go better in paragraph 3? I think it would be more harmonious and systematic if it was moved up there from 7 to 3. If the mover agrees I would make that suggestion.

DR. GUERIN: We will take note of that recommendation.

MR. ADAMS: Everything is being taken down in shorthand and everything will go before the committee.

QUESTION OF LAND VALUES

MR. CAUCHON: There is mention here of land values. Would you consider that that includes movements towards securing a different system of land tenure and taxation of land values, such as will best insure sufficient land for the housing of the people in keeping with their sanitary and economic necessities? I do not want to bring up a discussion of single tax; but is that, in its broad way, covered in the scope of these investigations?

MR. ADAMS: Personally, it seems to me that that suggestion would very properly be considered by the committee, and, where sufficiently important, any suggestion of that kind should be put in. Obviously the more information the committee has the better.

MR. CAUCHON: Then, as I understand that the suggestion with reference to immigration stands as number 9, I would move the following as sub-section 10 of this resolution: "The urging, through united action, of legislation to secure such system of land tenure and of taxation of land values as will best insure sufficient land for the housing of the people in keeping with their sanitary and economic necessities.

I think Dr. Bryce will second that.

DR. BRYCE: I will be pleased to do so, because the Chairman said this morning that the question of land values seemed to lie at the very base of the whole problem of economic improvement.

MR. BEER: I would prefer to have the resolution remain as it is, as there are so many things involved. I am interested in building houses for instance.

SIR JOHN WILLISON: It is only to go before the committee.

MR. BEER: All right.

DR. GUERIN: The original motion as proposed I put, with the suggestion to be laid before the committee when considering the *toute ensemble*. Is it your wish that it shall be carried so?

Motion agreed to.

FORMATION OF DOMINION AND LOCAL BRANCHES

MR. G. R. G. CONWAY (Vancouver): There has been such unanimity with regard to the forming of a Civic Improvement League that I think you will all agree to the next resolution.

"That a Dominion Council of the League be formed representative of the nine provinces of Canada, and that steps be taken by such Council to secure the formation of branches of the League in each city, town, and municipality in the Dominion, or the affiliation with the League of existing local Civic Improvement Leagues, Board of Trade Committees or other bodies interested in civic affairs."

The word National Council has been changed to Dominion Council so as not to conflict with the name of The National Council of Women. There is no doubt that in every town in Canada there is a necessity for some society that can be the nucleus of a Civic Improvement League. In Vancouver we have a Civic Centre Commission, which arose originally out of the situation of a town hall. That movement became a wider one and the Civic Centre Commission is important and representative of the city. Practically every interest of the city is represented on that committee. In addition to that Commission there is the Town-Planning and Beautifying Association, and also a Society dealing with Civic Art, so, in a place

like Vancouver, and this is true all over Canada, there is the nucleus of a league such as has been suggested to-day.

The necessity of such a League in a growing town is obvious, especially in a place like Vancouver, where I think at the present time there are 1,200,000 subdivisions. So the people there are looking forward to a city of four millions or five millions of people. I have very much pleasure in proposing the resolution which I have already read.

Mr. R. O. WYNNE-ROBERTS (Toronto): I wish to propose an amendment. There is no doubt that a National or Dominion Council is very desirable, and also that the local branches in different parts of the country are very desirable, and we should certainly have both; but there is a missing link mentioned in the next paragraph, the Provincial Council. I cannot but believe that to make this a success in its initial stages we must have the three, a national Council, working in conjunction with the Commission of Conservation, and through them guiding the Provincial Councils, and the Provincial Council, which will be organizing and directing the local branches. The object I have in mind is this: I have had to do with societies of this kind, and in one case I have had to organize one where, in order to prevent it getting too partisan, I managed to get members of every denomination in the city on the Council and got it working very enthusiastically. Mr. Thomas Mawson was there addressing us one night, and a friend from the Town-Planning Association for a series of nights. The whole thing went well until we came to some particular notion, or an advocacy of some particular point which members wished to press forward, and with that the people began to fail in their interest and to-day the society is practically dead. That is exactly what we want to avoid. I am heart and soul with this movement. We all agree with the object, but I cannot agree with the methods proposed nor do I think we are going to attain the result. I cannot but feel that we should have in these initial stages the representative members of different provinces acting on a Council themselves as a Provincial Council for the time being until the next conference takes place. If the representatives from the different provinces who are now present were constituted Provincial Councils for their respective provinces, they will endeavour to get the local branches started in every village, town and municipality in their province. At the present time you are going to work entirely through a Dominion Council directing the local Councils, and you will have great difficulty in finding out who are the best men in each province to act; whereas, by acting as I suggest, appointing Provincial Councils *pro tem*, they will be able to suggest the best men to act next year. Consequently, I take the opportunity to suggest as an amendment:

(1) "That the Dominion Council of the League be formed of provisional representatives of the nine provinces of Canada. (2) The provisional representatives of each province constitute the Provincial Council.

(3) That the Provincial Councils take such steps as may be deemed expedient for the forming of branches."

These clauses to be followed by the wording as appears in the original.

DR. GUERIN: I wish to draw your attention to the next clause. I think, if you move your resolution, it would be considered more in place in reference to that clause. The next clause is that the question of Provincial organization be deferred, pending the formation and grouping of local Leagues in each province.

MR. ADAMS: The whole intention is that the provinces should be consulted.

MR. WYNNE-ROBERTS: My point is that they should be consulted at once.

MR. ADAMS: If you defeat the next resolution (e), it will meet the point; then, instead of delaying the question of provincial organization, we at once proceed to organize provincially.

MR. WYNNE-ROBERTS: The gentlemen whom you elect from each province will represent that province. They will form the nucleus of a local Association for the province until next January, and next year they will be able to advise who will be the best men to appoint. I want them to come direct from the provinces themselves. Therefore I move that the provisional representatives of each province constitute the Provincial Councils.

DEFER FORMATION OF PROVINCIAL ORGANIZATIONS

MR. ADAMS: Resolution (e), "That the question of provincial organization be deferred," is based on a suggestion made by Mr. Lighthall, honorary secretary of the Union of Canadian Municipalities. His point, I think, was that it was undesirable to cumber the organization at present with too many councils or committees. One central council, constituted from the different provinces, namely, the Dominion Council, will be representative of the nine provinces and that Council will naturally form itself into sub-committees for each province. Perhaps it will be best to defer creating independent Provincial bodies, until the Constitution is framed and the League is set on its feet. Then the suggestion could be made by the Dominion Council to its provincial members to form themselves into Provincial Leagues. So far as this resolution (e) is concerned it is not inserted with the idea of doing away with provincial co-operation but, simply as a matter of expediency, deferring provincial organization until we get the central organization formed.

MR. WYNNE-ROBERTS: I recognize that you will come to the Provincial Councils. My argument is that you should have the provincial body as the active body at once. I made my suggestion, as I thought that was the best plan.

DR. P. H. BRYCE: In connection with this, if I may speak from the standpoint of experience. During the last fifteen years we have had the National Association for the Prevention of Tuberculosis. This same question has come up for fifteen years in connection with that association. We have had a central secretary. It has been found inexpedient to multiply the provincial councils. We all do the same work, it is common work, and, as Mr. Wynne-Roberts will find out, after trying to administer from Vancouver to Halifax it is very undesirable to multiply the subsidiary organizations. I would therefore second the suggestion to leave the question of provincial organization over until the central council is formed.

Mr. Wynne-Roberts having withdrawn his objection, the motion was agreed to.

DR. ADAMS: I take pleasure in moving the next resolution (f) "That a provisional committee be appointed to prepare a draft constitution and to take the necessary steps, in co-operation with the Commission of Conservation, to promote a National Conference, to be held in January next. That it be referred to such committee to suggest a representative list of names of citizens who will form the first National Council of the League, and to prepare an agenda for the proposed conference."

As a member of the Commission of Conservation I am interested in leaving in as general a way as possible the question of the exact status of the Commission of Conservation in relation to this committee which it is proposed to form; so it is merely stated here that the Commission will co-operate, without definitely stating what relation it shall bear. I have much pleasure in moving this resolution.

The motion was seconded by Mr. J. J. Kelso, and agreed to.

SYSTEMATIC DISTRIBUTION OF CHARITY

MR. CHARLES A. MAGRATH: A few words on a very practical matter in connection with civic affairs. I am not coming forward with any amendment, but I simply wish to offer a suggestion to the provisional committee which I see is about to be appointed, that they may keep the matter in mind. Perhaps I am disposed to bring it forward from feeling that there is a certain amount of Scotch in me, that I know the winter season is coming on, and that we have the question of meeting the needs of the people of this country. Every year we have a very fine class of citizens in the various centres of Canada taking up the question of meeting want, and it is the duty of every citizen to support that movement as far as possible. As one who is appealed to from time to time, who would like to give more than he does, I would like to know that the fullest value is being had for the money so given. That work is carried on in this city, and in various cities throughout Canada, and, it appears to me, it is essential and desirable there should be a conference of the men and women engaged in that work, and who put their hearts in that work, to develop some system which will

attain the best result for the money so invested. I think it is a practical question, it is a question that touches the pockets of the people, and, therefore, I am putting that suggestion forward now. I feel, for instance, in the city of Ottawa, in the city of Montreal, it is advisable to know if there is any statistical material from the various activities of this country that will enable men to take hold of the problem and get some grasp of it. I simply make the suggestion. I have been running from pillar to post trying to get this idea brought forward, because I have reached the point where, unless I am satisfied that we are getting the best results, I feel disposed to say: "I will give no more." I merely make the suggestion for the consideration of the provisional committee about to be appointed, that, when dealing with the subjects for that future meeting, possibly it may be disposed to consider it.

DR. WICKETT: Section 6, industrial conditions may cover that.

MR. F. WRIGHT (Montreal): In answer to Mr. Magrath, I might say that the Union of Canadian Municipalities has been trying to get data regarding the condition of labour in the different municipalities of Canada. We have been fairly successful, and have had round table conferences on the subject. Ontario has the Commission of which Sir John Willison is Chairman, and it has published a valuable interim report.

The resolution was adopted.

PROVISIONAL COMMITTEE

MR. ADAMS: Did Mr. Magrath hear the addition which was proposed to be made to the objects of the Association with regard to the matter of immigration? That proposal was referred to the committee.

A statement is on the programme that a list of representative names will be handed to each person present. The printed list on the programme is practically complete and so a separate list will be unnecessary. There are also present, representing other bodies, Mr. W. D. Lighthall, of the Union of Canadian Municipalities, Montreal; Dr. Deville, Surveyor General; Mrs. Smillie, Ottawa; Mr. J. S. Woodsworth, Winnipeg, Welfare League; and Dr. Franklin Johnson, University of Toronto. One point that should be borne in mind is that the committee should be as representative of the different provinces as possible. Although it will be impossible to-day to select a committee fully representative of the western provinces, the matter of representation might be considered so far as Ontario and Quebec are concerned, and beyond that I would suggest that you leave the committee with power to add to its number. Selection of a list of names at a meeting of this kind is very difficult. I had some consultation with Dr. Bryce as to what might be a representative committee, and I understand he is willing to move a resolution on the subject. It is one of those difficult problems which could be most easily settled by deciding that all

the names on the list should be on the committee. The other way is to make a selection. Either way is open to the meeting.

After some discussion with regard to making a selection of names from the list of representatives on the printed programme, the following resolution was moved by Sir John Willison, seconded by Dr. Bryce, and agreed to:

"That the names of those mentioned on the back of the programme who have attended, together with those whose names were read by Mr. White, constitute the provisional committee and that the committee itself determine what additions shall be made."

MR. PAUZÉ: Mr. Chairman, I wish to move that Sir John Willison be Chairman of the Provisional Committee. Motion agreed to.

MR. ADAMS: I suggest that we constitute ourselves into a committee for a few minutes and appoint a small sub-committee to prepare a way for another conference of this committee. A sub-committee from Montreal, Toronto and Ottawa would be desirable, because of the greater convenience they will have in meeting.

DR. BRYCE: I would move that the chairman be directed to nominate such a Committee. Motion agreed to.

DR. GUERIN: Are there any suggestions or any further resolutions?

GENERAL DISCUSSION

PUBLIC SHOULD BE CONSULTED IN TOWN-PLANNING SCHEMES

MR. CAUCHON: As I understand, the discussion was held over until these resolutions had been passed. I want to make a few remarks with regard to this conference itself. The conference is an acknowledgement of the fact that the public should be the prime movers in any question of education or improvement. It is axiomatic all over the world, where town-planning is taken up, that the public should be constantly consulted in the movement. I bring this matter forward owing to a recent example in Ottawa, where there is a Town-Planning Commission. That Commission has adopted the policy of telling the people they do not know what they want and prescribing for them—but the prescription has not come yet. There has been no public discussion. The public has not been consulted, there have been no hearings to discuss what might be or might not be desirable. The result has been that the large interests were able to make themselves heard, whereas the ordinary citizen who had any suggestions or objection to make was cut out from any discussion. I think it fundamental, if town-planning is to be a success, it should first secure the sympathy of the people who are going to be town-planned. I am not worrying about being town-planned myself; it is the principle at stake. This conference is an indication of that point of view. When the Town-Planning Act was passed in England, in 1909, I undertook a voluntary propaganda to educate other people on the advantages of town-planning, and I think that is the system that should be followed; in fact, that is the system that this confer-

ence is apparently endorsing, as they are going to the people for their suggestions and their help.

MR. WARWICK (Montreal): I would like to say, speaking as an architect, that I am sure the members of my own profession would be very glad of any opportunity to collaborate with local civic bodies to plan the cities in which they live, both for present and future needs. There is no doubt that a mean street makes a mean man, and it is incumbent on us to make our conditions of life as ideal as possible, I am sure the members of my own profession will be glad to give their voluntary help in any way that is a means to that end.

MR. G. FRANK BEER: Speaking for the people of Toronto, we would appreciate it very much if we had a representative of the City of Montreal acting with us on our committee in some official capacity. I would therefore like to nominate Mr. Pauzé in his capacity as president of the Montreal Chambre de Commerce, to act as vice-chairman of the Provisional Committee. Motion agreed to.

DOMINION-WIDE CIVIC IMPROVEMENT

DR. ATHERTON: I wish to propose a vote of thanks on behalf of those attending this meeting, to the chairmen of the morning and afternoon meetings. We had a Toronto representative in the morning and a Montreal representative in the afternoon, and, if we had been going on further, we might have had Ottawa and all the other cities represented in the chair. That is the spirit of this meeting. There is great unanimity, and I feel that the two chairmen are a sign that we are going to get together in this matter of civic improvement and that there will be no distinction of cities or rivalry of any sort; we are all going to work together for the civic improvement of the whole Dominion. I feel that this vote of appreciation of your services and of those of Sir John Willison will be accepted by this meeting.—Carried.

SIR JOHN WILLISON: There are only one or two observations that I desire to make before we separate. First, I wholly agree that the success of this movement will depend almost entirely on the extent to which we interest the people themselves. It must be largely a campaign of education. We have to carry the people with us and it must be understood that it is not a movement for a class, or a section, or a city, but a movement for the whole population.

Just one other observation, which I think of supreme importance. We must have associated with us from the beginning the women as well as the men. When the Unemployment Commission of Ontario came to make certain important representations, we took, I think, one somewhat radical departure which, in my judgment, is the best thing we did. In case our legislation is adopted by the Provincial Government—and I have no doubt it will be—we are proposing, in the constitution of labour bureaus, that on

all those bureaus there will be a representative of the women; because, surely the conditions under which we live, the conditions of citizenship, child welfare and child education, and all the rest of it, all the associated problems, surely touch the women as deeply as they touch the men; and one of the faults of our civilization, up to this time, has been that we have forgotten that the women are as profoundly interested in these problems as we are, and as capable, and more capable, on many of these questions, of giving advice. I thank you for electing me chairman and I assure you that all I can do, until you appoint your permanent chairman, to make this movement successful, I shall be glad to do.

DR. GUERIN: All I can say is that I thank you most profoundly for the kind manner in which you have received this vote of thanks tendered to Sir John Willison and myself. I feel that I have not been called upon to do a great deal to merit your thanks. I sympathise in every way with what Sir John has said, because I know that, in all the organizations I have had to do with, I depend on the ladies. Anything that does not meet with the good will of the ladies is not worth undertaking, Sir John, and I am sure that that is one of the reasons why you and I are connected with this League.

RESULTS SECURED BY LOCAL ASSOCIATION

It is a matter of some distinction to any of us to belong to this Civic Improvement League. We have had it in Montreal for the last seven or eight years, and it has always been an agent of great good. It has been the forerunner of every movement calculated to benefit the condition of the people; and it has been a kind of neutral ground, where all the different elements might meet and discuss matters in a friendly way; whereas, if speaking from their own pulpits, as you might say, they would be in antagonism. We are, for instance, at the present moment considering amendments to the Charter of Montreal. I have called together representatives of the Labour Organization, the manufacturers, the merchants, and the Boards of Trade, the Chambre de Commerce, and all the different organizations of the city. As president of the Civic Improvement League, I sat at the head of the table, and they all sat around me, and we discussed these questions. One would have one view and another another. We discussed these views, and, by a policy of give and take, we boiled things down to such a point that we became practically unanimous, in so far as the changes we wanted to have put into our Charter are concerned. That is what the Civic Improvement League is for. It is to try and formulate such legislation as will benefit the largest number of people in our cities as well as in our country communities. I am sure that all our efforts have been most successful.

The question of infant mortality was taken up some years ago, and, in co-operation particularly with the National Council of Women and other organizations, it was dealt with in a manner that was a most pheno-

menal success. Mothers were taught things they never dreamed of before, and, I am happy to say, it has had some effect in diminishing the infant mortality. We also dealt with the tuberculosis question, and then the other questions in reference to which people require to be educated. During the last five or six years of our existence we have succeeded in doing a great deal of missionary work. That is what you are all supposed to contribute towards when you are properly organized after the meeting of this Provisional Committee. Thank you, ladies and gentlemen.

MR. ADAMS: Before the meeting breaks up I would like to make a suggestion, or rather throw out a hint. Each of you has acquiesced in your appointment as a member of the Provisional Committee, and I hope I may, therefore, look upon you as each willing to undertake some share of responsibility in regard to future work. So far as any work which will fall upon myself, as Town-planning Adviser to the Commission of Conservation, is concerned, I will do my best, and I am sure I can look upon each of you in your several localities as being willing to co-operate with the Commission in the further developments which will be necessary to carry on this League. Work will have to be done. It is not all done by speaking or attending these conferences, and this is a difficult time to get it done. I agree with all that Sir John Willison has said in regard to the ladies. I realize that some of the best social movements in England would not have been successful had it not been for the ladies. But the ladies now are fully occupied with Red Cross work and anything we ask of them will be additional sacrifice to them at the present time. I am sure we shall be all the more grateful to them for any help they can give to this movement without neglecting the more urgent task in which they are engaged.

